

Social Security Bulletin

Volume 6

DECEMBER 1943

Number 12

Social Security in Review

TOTAL EXPENDITURES in October for the special types of public assistance and general assistance in the continental United States increased slightly from September, as the result of increases in old-age assistance and aid to the blind. The total for the four programs was slightly smaller, however, than that a year earlier and was \$25.7 million less than all expenditures for public aid, including earnings under the Federal work programs, in October 1942. Average payments continued to increase under all programs, and the number of recipients continued to decrease. Forty-five States reported fewer recipients of old-age assistance than there had been a year earlier, and all but 10 States reported increased payments. Of the States with approved plans for aid to dependent children in October of both years, only 2 reported a larger number of families receiving aid in October 1943 and only 11 States reported larger expenditures under the program. For aid to the blind, 8 and 31 States, respectively, reported increases from October 1942 in recipients and in payments; comparable increases in general assistance were confined to 3 and 9 States, respectively.

UNEMPLOYMENT BENEFITS dropped 20 percent to \$3.5 million in October for the country as a whole; until December 1942, New York State alone paid at least \$3.5 million each month to unemployed workers. More than three-fourths of the States participated in the decline from September. The average weekly number of beneficiaries—60,700—represented a decrease of 19 percent. Seven States averaged less than 25 beneficiaries each week. Both the weekly number of beneficiaries and the total expenditures were about 80 percent below October 1942 levels. The number of initial claims for benefits, which had dropped in every month but 2 in 1943, moved upward 6.4 percent in October but was 65 percent below that in October 1942. The number of continued claims, which declined in every month of 1943 except January,

was 15 percent less in October than in the preceding month and 78 percent less than in October 1942.

MONTHLY OLD-AGE AND SURVIVORS INSURANCE benefits of \$15.6 million were in force for 856,000 beneficiaries at the end of October. The increase of 14,200 beneficiaries from the preceding month was the smallest recorded for any month in 1943, and the percentage increases in both number and amount were the smallest ever recorded. As in August and September, 13 percent of all benefits in force were in suspension at the end of October. Although the number of child's benefits in suspension decreased in both September and October, as children gave up their summer jobs and went back to school, the percentage in suspension was higher at the end of October than it had been at the end of May, before the school terms ended. During October, more than \$13.6 million was certified for monthly benefits, of which 53 percent represented primary, 9 percent supplementary, and 38 percent survivor benefits. An additional \$1.4 million was certified for lump-sum death payments.

RETIREMENT ANNUITIES for civilian members of the teaching staffs of the United States Naval Academy and Postgraduate School were brought into line with similar annuity provisions for civil-service employees of the same grade in S. 1354, signed by the President on November 28 (Public, No. 194, 78th Congress). The teaching staffs are composed of civilians as well as members of the Regular Navy and the Naval Reserve. The civilian members were not entitled to pay, allowances, or benefits provided for members of the Navy or Naval Reserve until March 1943, when the Secretary of the Navy approved increases in rates of pay to equal the rates for members of the Naval Reserve in corresponding grades. The increase in pay did not, however, result in any increase in the retirement annuities payable under a special

contributory system for civilian staff of the Naval Academy.

The amendment just passed makes the civilian members eligible for annuities based on the "guaranteed-minimum annuity plan" adopted for civil-service personnel in the Civil Service Retirement Act amendment of January 24, 1942—that is, an annual annuity not less than the average annual basic salary during any 5 consecutive years, multiplied by the number of years of service, not exceeding 35 years, and divided by 70. Annuities are terminable at death, and the provisions apply only to teachers who retire after the effective date of the act and who are not entitled to retirement benefits under the Civil Service Retirement Act.

THE BEVERIDGE REPORT on social insurance and allied services in Great Britain was published in December 1942. Addressing the Royal Statistical Society in London in October 1943, Sir William Beveridge indicated some important changes he would now like to make in his recommendations, in the light of comments received during the year. The most important change concerns his Assumption C—Maintenance of Employment. One of the five reasons advanced in his report "for saying that a satisfactory scheme of social insurance assumes the maintenance of employment

and the prevention of mass unemployment" was that "payment of unconditional cash benefits as of right during unemployment is satisfactory provision only for short periods of unemployment; after that, complete idleness even on an income demoralizes." He would now (as quoted in *The Financial News* for October 13) emphasize that as the one fundamental reason for the assumption of full employment. Another of the reasons advanced—that with mass unemployment the cost of social security might be excessive—he would now omit entirely.

"In the 'thirties we had mass unemployment, but could easily have afforded, by wise distribution of income, to abolish want. Wise distribution of income, so as to put first things first, does not in real terms cost anything. For a free, dynamic society, unemployment insurance to guarantee income during short intervals of unemployment is an integral part of social security. Unemployment insurance as a means of palliating mass unemployment is a confession of failure."

Another change concerns his proposal for conversion of the business of industrial insurance into a public service under an Industrial Assurance Board. In the report he had bracketed that recommendation to indicate that the proposal was not essential to the plan as a whole. He would now omit the brackets.

A Survey of Claimants for Unemployment Compensation in February-March 1943

ARNOLD STEINBACH AND PHILIP BOOTH*

THE NUMBER OF UNEMPLOYED WORKERS drawing benefits under State unemployment compensation laws, which had exceeded an average of 1.2 million per week during July 1940, declined to 600,000 in the middle of 1942 as employment levels rose under the impetus of war production; the number had fallen to 200,000 by February 1943 and to 60,000 in October. At the same time, the level of all unemployment, as estimated by the Bureau of the Census, dropped from 8.8 million in April 1940 to 1.4 million in February 1943 and 700,000 in October. The total volume of initial and continued claims had declined more than 70 percent between February 1942 and February 1943; in Michigan, New Mexico, and Wyoming, continued claims decreased during this period more than 90 percent.

This decline in unemployment and the growing manpower shortages focused attention upon the need for effective referral of claimants to available jobs. The public was increasingly interested in the question why workers were unemployed and receiving benefits in the face of increasing labor shortages. During pre-war days, the employment potentialities of claimants were not always closely scrutinized because the labor supply was relatively adequate. The growth of wartime labor stringencies, however, led to the need for determining the capability of each claimant to fill a necessary job and for getting him into such a job as quickly as possible.

Scattered studies conducted during 1942 indicated that payment of benefits to unemployed workers was affected by three major types of factors: existing labor-market conditions, which were generally outside the claimant's control; the claimant's qualifications for work, physical

condition, and initiative in seeking work; and the extent to which the U. S. Employment Service was able to and did offer work to applicants. These studies also indicated that the current claimant group was principally composed of workers out of work as a result of changes in war-production schedules, shifts in type of production, and material shortages; contraction of civilian goods and service industries; regular seasonal and frictional unemployment; and migration to centers of war production or, in the case of women, to areas adjacent to military establishments. While workers in the first group were usually out of work for only brief periods, the duration of unemployment of workers in the three other groups was greater.

This information was inadequate for any analysis of the importance of the claimant group as a source of labor supply, nor did it indicate the effectiveness of the job being done in referring claimants to job opportunities. The Employment Service was giving priority to employers in essential industries, in order to staff war industry and to assist essential employers to the utmost in meeting their manpower problems. It was felt that these priorities in service might result in limiting the employment opportunities of claimants normally attached to nonessential activities.

All the interested governmental agencies believed it necessary to obtain information which would throw light on the following questions: (1) Who were the claimants? were they principally men or women? old or young? skilled or unskilled? with or without physical disability? (2) Where were they located? in areas which contained labor shortages or in areas of labor surplus? (3) What had caused their unemployment and for how long had they been out of work? and (4) What had the Employment Service done to find work for them? had it full and complete information as to their past skills and experience? had it referred them to jobs? had it placed them in jobs?

Accordingly, a survey of the personal and

*Bureau of Employment Security, Program Division. The survey was made possible as the result of the cooperation of the War Manpower Commission and State employment security agencies. The Bureau of Employment Security wishes to express its appreciation to the State agencies for their cooperation in conducting the study and to the staff members of the War Manpower Commission, and to the members of the special subcommittee of the Interstate Conference of Employment Security Agencies for their assistance and suggestions during the course of the study and the preparation of the analysis.

occupational characteristics of claimants and the activities of the Employment Service with respect to such claimants was undertaken. Forty-seven States participated in the survey,¹ which covered 394 local offices and included 42,757 persons who had filed claims for total or part-total benefits during the week ending February 13, 1943.² Some

¹ Alaska, District of Columbia, Hawaii, and Utah did not participate.
² Mail claimants were excluded; many States also excluded claims filed at itinerant points.

Table 1.—Number of claims filed during survey week, and number of class A and B¹ claimants in sample, by State²

State	Claims filed during survey week in—		Claimants in sample		
	All local offices	Sample local offices	Total	Class A ¹	Class B ¹
Total	293,787	173,027	³ 43,151	22,896	20,255
Alabama.....	7,305	3,525	803	280	523
Arizona.....	522	522	519	320	199
Arkansas.....	2,317	695	695	407	288
California.....	22,590	12,565	3,893	2,311	1,582
Colorado.....	2,819	587	364	159	205
Connecticut.....	1,567	1,008	376	211	165
Delaware.....	569	569	462	271	191
Florida.....	4,464	3,350	418	239	179
Georgia.....	5,207	3,400	854	413	441
Idaho.....	1,248	1,248	724	405	229
Illinois.....	25,260	9,836	2,761	1,427	1,334
Indiana.....	9,200	3,656	783	314	469
Iowa.....	3,681	1,930	665	421	244
Kansas.....	2,915	2,329	1,907	1,226	681
Kentucky.....	4,055	2,984	856	415	441
Louisiana.....	6,871	6,477	1,019	660	359
Maine.....	2,030	619	246	105	141
Maryland.....	2,190	542	370	230	140
Massachusetts.....	7,111	3,617	654	457	197
Michigan.....	11,940	4,940	731	345	386
Minnesota.....	8,741	4,025	925	546	382
Mississippi.....	1,738	781	619	400	219
Missouri.....	12,643	7,978	759	383	376
Montana.....	721	300	300	126	174
Nebraska.....	1,463	1,181	531	303	228
Nevada.....	(⁴)	(⁴)	122	58	64
New Hampshire.....	905	707	514	306	208
New Jersey.....	14,183	7,820	1,489	1,007	482
New Mexico.....	317	317	207	65	142
New York.....	61,355	51,224	6,356	2,312	4,044
North Carolina.....	4,509	1,838	916	437	479
North Dakota.....	387	387	214	126	88
Ohio.....	9,317	4,272	3,402	1,769	1,633
Oklahoma.....	2,982	1,211	375	254	121
Oregon.....	3,193	3,193	1,397	1,011	386
Pennsylvania.....	12,992	4,330	747	381	366
Rhode Island.....	2,257	1,628	429	263	166
South Carolina.....	4,016	2,042	436	193	243
South Dakota.....	302	302	145	64	81
Tennessee.....	8,703	5,021	932	437	495
Texas.....	6,531	2,851	670	332	338
Vermont.....	482	482	319	130	189
Virginia.....	1,562	609	365	198	167
Washington.....	4,629	2,014	809	672	137
West Virginia.....	1,586	1,321	585	153	432
Wisconsin.....	4,262	2,685	430	224	206
Wyoming.....	99	99	55	40	15

¹ Class A claimants had been continuously unemployed for less than 5 weeks prior to the survey week; class B claimants for 5 weeks or more.

² Alaska, District of Columbia, Hawaii, and Utah did not participate in survey which was made during week ending Feb. 13, 1943. Sample included all local offices in Arizona, Delaware, Idaho, New Mexico, North Dakota, Oregon, South Dakota, Vermont, and Wyoming.

³ Includes 394 claimants whose records were incomplete. The text discussion and other tables do not include these claimants.

⁴ Not available.

290,000 claimants had filed initial or continued claims throughout the country during that week. For each State, a few local offices, representative of the labor market in the given State, were selected for the sample, usually not more than 8; when there were both shortage and nonshortage areas within a State, both types of areas were represented.³ In general, the sample was confined to 10 percent of the claim load of the State. However, since States with relatively small claim loads used a sample larger than 10 percent and in a few instances included all local offices and all claimants, the sample comprised about 15 percent of all claimants (table 1).⁴

Schedules were filled out for each claimant in the sample by local-office claims takers and placement interviewers. Information on claims and benefit status and personal characteristics was recorded at the time of the filing or renewal of the claim during the survey week; the information on occupation and on referral and placement experience was supplied by Employment Service interviewers from the applicants' records in the Employment Service files.

The picture which emerged from the survey was that of a group of claimants which included disproportionately large numbers of older workers, women, and workers with permanent physical handicaps. In even this period of labor shortages, many of these claimants had experienced relatively prolonged unemployment. Almost half the group had been unemployed 5 weeks or longer at the time of the survey, one-tenth for at least 27 weeks. Only about one-seventh of the group drew no benefits—that is, presumably found a job before their waiting period had expired.

Both the duration of unemployment and the efforts of the Employment Service to place the claimants should be considered with regard for the characteristics of the group. Because of the stringency of the labor market, a group of persons out of work at the time of the survey was likely to be heavily weighted with seasonally unemployed workers, whose jobs customarily exist in only certain periods of a year; with individuals who, though laid off, retained an attachment to their

³ Shortage areas are those with a current acute labor shortage or labor stringency and those anticipating a labor shortage within 6 months. All other areas are classified as nonshortage.

⁴ Had it been possible for the sample to be drawn exactly in accordance with the instructions, it would have included approximately 39,000 claimants, or about 10 percent fewer claimants than were actually included.

former employer and expected to return to their old job; and with persons whose employability was more or less limited by their personal characteristics or lack of currently needed skills. The effect of all these factors is apparent in the findings of the study.

Occupational and Personal Characteristics

Occupation.—Twenty-eight percent of the claimants in the sample had been in skilled occupations, 40 percent in semiskilled and unskilled, 14 percent in clerical and sales, and the remainder in professional and managerial, service, and agricultural occupations (table 2). About 41 percent of the men, as compared with 7.5 percent of the women, were in skilled occupations, but relatively many more women than men were in the clerical and sales group. The skilled claimants were concentrated in three occupational groups—apparel, metalworking, and construction. The great majority of the semiskilled women claimants came from the textile and apparel industries. In the unskilled occupations, more than half of the men were construction workers and more than half of the women were cannery workers.

The seasonal slack in construction activity during the survey period, combined with the completion of construction projects in a number of States and the reluctance of construction workers to accept employment outside of their industry and

from sources other than their unions, accounts for the fact that nearly one-fourth of the claimants were construction workers; almost three-fourths of these were in the skilled groups. Skilled construction workers accounted for 17 percent of all claimants and 28 percent of all men claimants.

Less than 6 percent of the claimants were found to be in nationally or locally critical occupations;⁵ the States with the largest percentage of claimants in critical occupations were Idaho, with 20 percent, and Illinois, with 14 percent. In most instances these claimants were in locally, rather than nationally, critical occupations. The percentage of claimants in critical occupations did not differ greatly as between shortage and non-shortage areas, except in a few States.

Age and sex.—While men comprised 62 percent of the sample and women 38 percent, there was considerable variation among the States. California, Delaware, and North Carolina reported that at least 60 percent of their claimants were women, while Idaho and Connecticut reported only 11 and 17 percent, respectively. Men showed a greater concentration than women in the older age groups. Sixty-three percent of the men and 27 percent of the women were 45 years of age or older; in the employed labor force, on the other hand, only 41 percent of the men and 23 percent of the women were in this age group in

⁵ See table 6, footnote 2.

Table 2.—Distribution of men and women, and of white and nonwhite claimants, by occupation ¹

Major and selected occupational group	All claimants				Men			Women		
	Number	Percentage distribution by occupation			Number	Percent of total	Percent-age distribution	Number	Percent of total	Percent-age distribution
		All claimants	White claimants	Nonwhite claimants						
All occupations	42,757	100.0	100.0	100.0	26,391	61.7	100.0	16,366	38.3	100.0
Professional and managerial	2,529	5.9	6.2	6.4	1,485	58.7	5.6	1,044	41.3	6.4
Clerical and sales	5,795	13.6	14.5	25.8	1,814	31.3	6.9	3,981	68.7	24.3
Service	3,078	7.2	6.5	8.8	1,444	46.9	5.5	1,634	53.1	10.0
Agriculture, fishery, forestry, and kindred	1,340	3.1	3.0	2.8	904	67.5	3.4	436	32.5	2.7
Skilled	12,122	28.3	29.7	7.9	10,893	89.9	41.3	1,229	10.1	7.5
Production of fabricated textile products	983	2.3	(2)	(2)	223	22.7	.8	760	77.3	4.6
Metalworking	689	1.6	(2)	(2)	654	94.9	2.5	35	5.1	.2
Construction	7,284	17.0	(2)	(2)	7,271	99.8	27.5	13	.2	.1
Semiskilled	8,378	19.6	19.9	24.5	4,425	52.8	16.8	3,953	47.2	24.2
Textile	915	2.1	(2)	(2)	113	12.3	.4	802	87.7	4.9
Production of fabricated textile products	2,002	4.7	(2)	(2)	231	11.5	.9	1,771	88.5	10.8
Metalworking	720	1.7	(2)	(2)	484	67.2	1.8	236	32.8	1.4
Construction	674	1.6	(2)	(2)	673	99.9	2.5	1	.1	(2)
Transportation	1,002	2.3	(2)	(2)	1,000	99.8	3.8	2	.2	(2)
Trade and service	542	1.3	(2)	(2)	229	42.3	.9	313	57.7	1.9
Unskilled	8,579	20.1	17.9	21.7	4,813	56.1	18.2	3,766	43.9	23.0
Production of food products	2,459	5.8	(2)	(2)	209	8.5	.8	2,250	91.5	13.7
Construction	2,513	5.9	(2)	(2)	2,503	99.6	9.5	10	.4	.1
Unassigned 4	936	2.2	2.3	2.1	613	65.5	2.3	323	34.5	1.9

¹ See table 1, footnote 2.

² Information not available.

³ Not computed; less than 40 claimants.

⁴ Entry occupations and unknown.

Table 3.—Percentage distribution of men and women claimants by age group, by occupation¹

Major and selected occupational group	Age group				
	Total	Under 22	22-44	45-64	65 and over
Men					
All occupations.....	100.0	4.1	33.2	49.7	13.0
Professional and managerial.....	100.0	2.6	31.9	52.0	13.5
Clerical and sales.....	100.0	6.2	34.3	44.1	15.4
Service.....	100.0	3.7	21.6	45.5	29.2
Agriculture, fishery, forestry, and kindred.....	100.0	4.9	37.4	41.3	16.4
Skilled.....	100.0	1.1	26.9	59.2	12.8
Production of fabricated textile products.....	100.0	.4	13.5	56.5	29.6
Metalworking.....	100.0	5.7	31.5	50.3	12.5
Construction.....	100.0	.4	25.9	62.1	11.6
Semiskilled.....	100.0	6.6	45.7	37.8	9.9
Textile.....	100.0	8.0	49.5	30.1	12.4
Production of fabricated textile products.....	100.0	1.3	36.4	48.9	13.4
Metalworking.....	100.0	13.4	48.8	29.1	8.7
Construction.....	100.0	1.6	43.6	48.1	6.7
Transportation.....	100.0	6.9	66.0	23.8	3.3
Trade and service.....	100.0	10.9	30.1	43.7	15.3
Unskilled.....	100.0	6.3	38.1	45.2	10.4
Production of food products.....	100.0	10.0	39.3	31.6	19.1
Construction.....	100.0	4.7	36.6	51.0	7.7
Unassigned ²	100.0	17.3	35.2	37.5	10.0
Women					
All occupations.....	100.0	7.1	65.7	25.3	1.9
Professional and managerial.....	100.0	4.7	66.1	29.0	3.2
Clerical and sales.....	100.0	11.2	70.9	16.6	1.3
Service.....	100.0	4.4	54.7	37.3	3.6
Agriculture, fishery, forestry, and kindred.....	100.0	2.8	63.7	31.4	2.1
Skilled.....	100.0	2.6	50.9	41.9	4.6
Production of fabricated textile products.....	100.0	.9	42.9	50.7	3.5
Metalworking.....	100.0	20.0	68.6	11.4	0
Construction.....	(³)	(³)	(³)	(³)	(³)
Semiskilled.....	100.0	6.4	71.1	21.5	1.0
Textile.....	100.0	6.7	76.1	16.5	.7
Production of fabricated textile products.....	100.0	6.0	64.9	27.8	1.3
Metalworking.....	100.0	8.9	78.4	12.3	.4
Construction.....	(³)	(³)	(³)	(³)	(³)
Transportation.....	(³)	(³)	(³)	(³)	(³)
Trade and service.....	100.0	2.9	71.2	24.9	1.0
Unskilled.....	100.0	7.1	64.3	27.0	1.6
Production of food products.....	100.0	5.8	59.4	33.0	1.8
Construction.....	(³)	(³)	(³)	(³)	(³)
Unassigned ²	100.0	11.2	64.4	22.6	1.8

¹ See table 1, footnote 2.

² Entry occupations and unknown.

³ Not computed; less than 40 claimants.

February 1943, according to Bureau of the Census estimates.⁶ There was no evidence that the older claimants were found principally in war-production areas, for the States in which more than 70 percent of the claimants were 45 years of age or older included Iowa, Montana, Nevada, and Wyoming, where there was little concentration of war production, as well as such war-production centers as California, Connecticut, Massachusetts, Ohio, and Pennsylvania.

The age distribution of the claimants varied

⁶ The estimates indicate that 57 percent of the persons unemployed in February 1943 were men and 43 percent women. Only 43 percent of the unemployed were 45 years of age or over as compared with 49 percent of all claimants who were in this age group at the time of the survey.

considerably among the several occupational groups (table 3). Thus, male claimants who had been in service occupations and the skilled male claimants in apparel industries and in construction showed a higher concentration at the older ages than did the semiskilled and unskilled groups. Skilled and service occupations had the highest proportions of women aged 45 and over.

Shortage areas reported a somewhat higher proportion of older claimants than nonshortage areas, probably because the reservoir of younger claimants had been depleted much faster. The proportion of men above age 45 was greater in noncritical than in critical occupations; this difference remained whether the claimants had one or more than one occupational classification. However, men claimants with additional classifications, especially those with critical skills, were a younger group than those with only primary classifications. It is likely that workers in the higher age groups are not at as great a handicap in obtaining work if they possess more than one skill, especially if such additional skills are in critical occupations.

Workers over age 65 apparently had considerable difficulty in obtaining jobs. Only 7 percent of the men who were recorded as employed at the completion of the survey were aged 65 or over, although claimants in this age group comprised 13 percent of the whole sample and 16 percent of those remaining unemployed. In contrast, while men aged 22-44 comprised 33 percent of the sample, 40 percent of those employed at the completion of the survey were in this group.

Race.—Only 9 percent of the claimants were nonwhite—10 percent of the men and 7 percent of the women. Colorado, Louisiana, Mississippi, North Carolina, and South Carolina had the highest percentage of nonwhite claimants.

The nonwhite claimants were a considerably younger group than the white claimants—among both the men and the women.

Age	All claimants				Labor force (1940)			
	Men		Women		Men		Women	
	White	Non-white	White	Non-white	White	Non-white	White	Non-white
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 22.....	4.1	3.8	7.3	4.8	65.3	71.3	78.6	79.0
22-44.....	31.3	49.0	65.0	74.9	30.1	24.5	19.4	19.0
45-64.....	50.8	40.9	25.7	19.1	4.6	4.2	2.0	2.0
65 and over.....	13.8	6.3	2.0	1.2				

The comparatively greater proportion of white persons in the older groups among the claimants than in the labor force, shown in the tabulation, may be due to the fact that many of the younger nonwhite claimants were in occupations for which the demand was comparatively small, even in a period of labor stringency; they may therefore have remained unemployed longer than white workers in the same age groups. Relatively few nonwhite workers were in skilled occupations, or were qualified for jobs in critical occupations apart from their primary occupational classification.

Family responsibilities.—The claimant group was largely composed of individuals who might be regarded as under pressure to return to work at the earliest opportunity because of family responsibilities (table 4). Eighty-four percent were married, and 4 out of every 10 of that group had responsibilities for children under 12 or for an aged or invalid relative. About 2 of every 10 single claimants had such dependents. The proportion of men and women with dependents (38 and 31 percent, respectively) was fairly similar.

Nationality and citizenship.—Three of every 4 claimants were American born, 1 in 50 was born in Germany, and 1 in 20 in Italy. A negligible proportion of claimants came from China or Mexico. A high percentage of Germans was noted in Minnesota and South Dakota, and of

Italians in Connecticut, Massachusetts, New Jersey, and New York. Less than half of the New York and Minnesota claimants were American born. Only 55 claimants, 41 of them in Colorado, were of Japanese nationality. Less than 1 claimant in 10 lacked American citizenship. Connecticut, New York, and Maryland reported the highest percentages of noncitizens.

Physical handicaps.—One claimant in 10 had a physical handicap. Proportionately twice as many men (13 percent) as women (6 percent) were reported as having disabilities. About 36 percent of the claimants in Maryland were reported as handicapped.⁷ Of the 4,232 claimants with physical disabilities, 77 percent reported heart trouble, high blood pressure, loss of limbs, or some other permanent disability; 18 percent reported temporary disabilities, and the remaining 5 percent were pregnant women. Permanent disabilities were much more numerous among the men than among the women.

Draft status.—Draft status was recorded for 55 percent of the men in the sample. Many of the remainder were probably too old to have a selective service classification. Almost every third claimant with draft status had been classified as

⁷ This high proportion may have been the result of intensive referral and placement activities, which reduced the number of fully employable claimants to a minimum.

Table 4.—Distribution of men and women claimants by citizenship, nationality, marital and dependency status, and type of physical handicap¹

Selected characteristic	All claimants		Men		Women	
	Number	Percentage distribution	Number	Percent	Number	Percent
Citizenship, total.....	42,757	100.0	26,391	61.7	16,366	38.3
Citizens.....	38,900	91.0	23,906	61.5	14,994	38.5
Noncitizens.....	3,857	9.0	2,485	64.4	1,372	35.6
Nationality, total.....	42,757	100.0	26,391	61.7	16,366	38.3
American.....	32,397	75.8	19,153	59.1	13,244	40.9
German.....	803	1.9	609	75.8	194	24.2
Italian.....	2,277	5.3	1,686	74.0	591	26.0
Other.....	7,280	17.0	4,943	67.9	2,337	32.1
Marital and dependency ² status, total ³	42,670	100.0	26,336	61.7	16,334	38.3
Single.....	6,779	15.9	4,411	65.1	2,368	34.9
With dependents.....	1,403	3.3	878	62.6	525	37.4
Without dependents.....	5,376	12.6	3,533	65.7	1,843	34.3
Married.....	35,891	84.1	21,925	61.1	13,966	38.9
With dependents.....	13,818	32.4	9,243	66.9	4,575	33.1
Without dependents.....	22,073	61.7	12,682	57.5	9,391	42.5
Physically handicapped, total.....	4,232	100.0	3,331	78.7	901	21.3
Permanent.....	3,269	77.3	2,797	85.6	472	14.4
Temporary.....	746	17.6	534	71.6	212	28.4
Pregnancy.....	217	5.1	.....	.....	217	100.0

¹ See table 1, footnote 2.

² Dependents include only children under 12 or an aged or invalid person in household. Married claimants with spouse only are classified as "without dependents."

Data not available for 87 claimants.

3A, every tenth claimant as 4F, and 1 in 14 as 1A.⁸ Less than 1 in 20 had been deferred on occupational grounds, and 1 in 200 because they were normally engaged in agricultural work.

Interstate claimants.—About 12 percent of the claimants had filed claims on the basis of wage credits accumulated in other States. Interstate claimants comprised 50 percent or more of all claimants in Arizona, Colorado, Nevada, and New Mexico, and more than 30 percent of those in Arkansas, Georgia, Kentucky, Mississippi, Oklahoma, South Dakota, and Wyoming. More women than men filed interstate claims, and women accounted for more than 85 percent of all interstate claimants in Florida, Georgia, and South Dakota. Though no information is available as to the reasons for migration, individual State analyses indicate that there were at least two large groups of interstate claimants: those returning to their former residence after employ-

ment in another State (primarily construction workers), and women who followed members of their family either to another job or to the vicinity of military establishments. The referability of the former group is obviously much greater than that of the latter.

Duration of Unemployment and Benefits

At the time of the survey, more than half of the claimants had been unemployed from 2 to 3 months while one-third had drawn benefits continuously for 5-8 weeks, and about one-fourth for 3-4 weeks. About 30 percent of all claimants had been unemployed for more than 3 months at that time (February 1943). About 10 percent of the claimants had been unemployed for at least 6 months (table 5); relatively large numbers of such claimants were found in Alabama, Colorado, North Carolina, and Virginia. Unpublished estimates of the Bureau of the Census, by contrast, indicate that in January 1943 about 17 percent of all un-

Table 5.—Cumulative percentage distribution¹ of claimants by number of weeks of unemployment and number of weeks compensated, by age, citizenship, nationality, marital and dependency status, and type of physical handicap²

Selected characteristic	Cumulative percentage distribution of claimants by specified number of weeks of unemployment and weeks compensated															
	All claimants								Men				Women			
	Weeks of unemployment ³				Weeks compensated ⁴				Weeks compensated ⁴				Weeks compensated ⁴			
	Less than 5	Less than 14	Less than 27	All	None	Less than 5	Less than 14	All	None	Less than 5	Less than 14	All	None	Less than 5	Less than 14	All
Age, total.....	13.8	69.3	90.4	100.0	15.0	50.8	93.8	100.0	15.0	53.2	95.3	100.0	15.0	46.9	91.4	100.0
Under 22.....	10.6	70.1	88.4	100.0	24.8	62.8	96.3	100.0	24.8	64.2	96.7	100.0	24.8	61.5	95.9	100.0
22-44.....	14.4	66.6	87.8	100.0	16.9	51.5	93.4	100.0	18.9	58.8	96.5	100.0	15.3	45.6	90.9	100.0
45-64.....	14.3	74.0	93.9	100.0	12.9	51.0	95.4	100.0	13.0	52.0	96.4	100.0	12.4	47.6	92.3	100.0
65 and over.....	7.3	61.8	88.2	100.0	9.2	39.4	87.0	100.0	9.6	40.1	87.5	100.0	4.7	32.6	82.0	100.0
Citizenship, total.....	13.8	69.3	90.4	100.0	15.0	50.8	93.8	100.0	15.0	53.2	95.3	100.0	15.0	46.9	91.4	100.0
Citizens.....	13.8	69.0	90.1	100.0	15.4	51.5	93.9	100.0	15.3	53.9	95.4	100.0	15.4	47.7	91.5	100.0
Noncitizens.....	14.4	72.5	92.7	100.0	11.5	43.9	93.1	100.0	11.8	46.2	94.4	100.0	10.9	39.7	90.9	100.0
Nationality, total.....	13.8	69.3	90.4	100.0	15.0	50.8	93.8	100.0	15.0	53.2	95.3	100.0	15.0	46.9	91.4	100.0
American.....	13.6	67.7	89.3	100.0	16.2	52.3	93.9	100.0	16.6	55.6	95.5	100.0	15.8	47.9	91.7	100.0
German.....	11.6	76.1	95.0	100.0	10.3	51.1	94.0	100.0	9.9	52.6	95.1	100.0	12.4	47.5	91.2	100.0
Italian.....	11.6	77.6	95.2	100.0	7.2	38.5	95.0	100.0	6.0	38.3	95.3	100.0	10.5	38.8	94.4	100.0
Other.....	15.6	72.9	92.7	100.0	12.5	47.5	92.9	100.0	12.6	49.3	94.5	100.0	12.4	43.8	89.7	100.0
Marital and dependency status, total.....	13.8	69.3	90.4	100.0	15.0	50.8	93.8	100.0	15.0	53.2	95.3	100.0	15.0	46.9	91.4	100.0
Single.....	15.3	72.2	92.6	100.0	17.0	53.4	94.5	100.0	16.7	54.1	95.6	100.0	17.7	52.3	92.5	100.0
With dependents.....	13.0	72.2	92.7	100.0	14.6	48.6	93.4	100.0	14.5	49.6	94.4	100.0	14.9	47.1	91.9	100.0
Without dependents.....	15.9	72.3	92.6	100.0	17.7	54.7	94.8	100.0	17.2	55.2	95.8	100.0	18.4	53.7	92.7	100.0
Married.....	13.5	68.8	89.9	100.0	14.6	50.2	93.7	100.0	14.6	52.9	95.2	100.0	14.6	46.0	91.2	100.0
With dependents.....	14.9	69.7	89.0	100.0	15.8	51.6	94.6	100.0	16.9	56.3	96.1	100.0	13.8	42.2	91.4	100.0
Without dependents.....	12.7	68.2	90.5	100.0	13.8	49.4	93.2	100.0	13.0	50.5	94.6	100.0	14.9	47.9	91.2	100.0
Physically handicapped, total.....	11.0	65.1	88.7	100.0	14.9	49.5	92.7	100.0	13.4	49.8	93.2	100.0	20.1	48.3	90.8	100.0
Permanent.....	10.6	65.6	89.9	100.0	12.6	47.3	92.2	100.0	12.2	47.6	92.7	100.0	15.0	45.5	89.0	100.0
Temporary.....	13.3	65.2	85.8	100.0	21.6	58.6	94.8	100.0	20.2	61.4	95.7	100.0	25.0	51.4	92.5	100.0
Pregnancy.....	8.3	56.2	77.4	100.0	26.2	51.6	93.1	100.0	-----	-----	-----	-----	26.5	51.5	93.1	100.0

¹ Distribution based on number of claimants shown in table 9.

² See table 1, footnote 2, and table 4, footnote 2.

³ Length of unemployment was measured from date of separation from last employment to week in which last claim in current claims series was made, or to cut-off date—whichever was earlier.

⁴ Duration of benefit payments was measured from the beginning of the first compensated week to the end of the most recent compensated week within the current claims series prior to cut-off date.

employed persons had been seeking work for more than 3 months.

More than 80 percent of the claimants drew benefits for less than 9 weeks. Only 15 percent drew no benefits; in Colorado and Washington, however, more than half received no benefits. Six percent of all claimants drew benefits for 14 weeks or more; the proportion of beneficiaries with these long periods of benefits ranged among the States from 12 percent in Alabama and New York to less than 1 percent in Idaho and Washington and none in North Dakota. In Colorado, Delaware, Idaho, Iowa, Oregon, and Washington, less than 5 percent of the claimants drew benefits for more than 8 weeks.

Duration of unemployment and additional occupational classification.—Claimants with additional occupational classifications tended to have a relatively short duration of unemployment; only 6 percent of the claimants with three or more additional classifications, compared with 10 percent of all claimants, were unemployed for more than 6 months. Only 3 percent of the claimants with three or more additional classifications drew benefits for as much as 14 weeks. Of the claimants in noncritical occupations who had additional classifications, 19 percent had drawn no benefits and 5 percent had drawn benefits for 14 weeks or more, as compared with 15 and 6 percent, respectively, for all claimants in noncritical occupations.

Duration of unemployment and critical occupation.—As might have been expected, claimants in nationally critical occupations reported the shortest period of unemployment; 20 percent of the claimants in such occupations, but 15 percent in noncritical occupations, drew no benefits. While 14 percent of all claimants were unemployed less than 5 weeks, 21 percent of those in nationally critical occupations in shortage areas, and 18 percent in nonshortage areas, had been unemployed for so brief a period.

Duration of unemployment and type of separation.—Half of the claimants were unemployed as the result of a lay-off expected to last 30 days or more, while only 8 percent had been laid off for less than 30 days. About 18 percent had left their former jobs voluntarily, and 9 percent were reported as discharged. As might have been expected, the cause of separation was directly related to duration of unemployment.

Fifty percent of the claimants whose lay-off was expected to last less than 30 days were unemployed less than 5 weeks, and 96 percent were unemployed for not more than 3 months. More than 22 percent received no benefits, and more than 97 percent drew benefits for less than 9 weeks.

Three-fourths of the claimants who were laid off for 30 days or more were unemployed for not more than 3 months. Their duration of benefit payments was similar to that of all claimants, though a much smaller percentage drew no benefits.

The longer duration of unemployment of those who quit their last jobs was marked; 20 percent of this group, as compared with 10 percent of all claimants, remained unemployed for more than 6 months. It is likely that some of these claimants had withdrawn from the labor market temporarily. The unemployment and benefit experience of discharged claimants did not differ greatly from that of all claimants.

Duration of unemployment and employment status.—Claimants who were reported to have found jobs through sources other than the Employment Service had considerably briefer unemployment than those placed by the Employment Service. Of the former group, 58-65 percent drew less than 3 weeks of benefits, but about 52 percent of those placed by the Employment Service and 28 percent of all claimants had such short duration.

Duration of unemployment and personal characteristics.—The percent of claimants who drew no benefits declined as age increased—further evidence of the greater referability of younger claimants (table 5).

Age	Percent
Under 22.....	24.8
22-44.....	16.9
45-64.....	12.9
65 and over.....	9.2

Women were unemployed longer and drew benefits for more weeks than men. Fifteen percent of the women as compared with 7 percent of the men were unemployed for 27 or more weeks, and 9 and 5 percent, respectively, drew benefits for at least 14 weeks. These differences may result from the fact that women were mostly in service, semi-skilled, and unskilled occupations while a greater proportion of the men were in skilled occupations in which job opportunities were better. In a com-

parison of the group of claimants with physical handicaps, however, it was found that women returned to work sooner than men.

Single claimants had shorter periods of unemployment than married claimants. The greater mobility of single persons gave them a distinct advantage in accepting jobs in war-production areas which might be at a distance from their former work.

Married women with dependents experienced longer intervals of unemployment than those without dependents. About 20 percent of the former were unemployed for more than 26 weeks, in contrast to 13 percent of the latter. Family responsibilities undoubtedly interfered with placements, thus lengthening the period of unemployment. The presence of dependents made no such difference to male claimants.

Lack of citizenship did not materially influence the length of unemployment or duration of benefit payments, though what differences there were indicated that noncitizens required more time to find a job. Nationality, also, had little effect on these two variables.

While claimants with permanent physical handicaps drew benefits longer than those temporarily handicapped, the duration of unemployment and of benefit payments for all handicapped claimants was only slightly greater than for those without physical disabilities. Pregnant women had the longest duration of unemployment among all handicapped claimants; since they are frequently disqualified from benefits, however, their benefit duration is not an indicator of the length of their unemployment.

Men deferred for occupational reasons were unemployed for a shorter time than those with 1A status:

Draft status	All claimants		Percent of claimants—			
	Number	Percent	Unemployed less than 5 weeks	Unemployed less than 14 weeks	Drawing no benefit	Less than 9 weeks compensated
All claimants.....	14,721	100.0	17.7	77.1	17.7	88.1
1A.....	1,030	7.0	13.9	75.9	16.9	88.7
Deferred for:						
Essential activities.....	142	1.0	21.8	73.3	24.6	87.4
War production.....	451	3.1	25.1	84.3	26.3	93.5
Agriculture.....	68	.5	14.7	70.6	26.5	86.8
Family responsibility.....	4,508	30.5	21.2	80.6	27.3	86.4
4F.....	1,554	10.6	16.5	73.7	19.6	85.9
Others.....	6,968	47.3	15.8	75.3	16.0	87.7

Those classified 4F had relatively long benefit duration as did the 68 claimants who were deferred because of their agricultural attachment. In the absence of detailed information on the reasons for their unemployment, the deferred claimants appeared to have been unemployed for rather long periods, in view of the shortage of workers in essential or critical occupations.

Employment Status

While the data analyzed here concern the relationship of personal and occupational characteristics of claimants to referral and placement activities, it should be borne in mind that such factors as the industrial composition of the area, employment conditions, the specific period during which the study was conducted, and the provisions of the unemployment compensation laws themselves, all of which are not amenable to quantitative analysis, may affect the data. Heavy seasonal lay-offs, such as occur during the winter in Northern States, may release workers who cannot be referred satisfactorily to openings in other types of work. On the other hand, industrial expansion in a given area may increase sharply the number of referrals and placements and deplete the files of workers most readily referable to jobs.

A large number of referrals reported in a given area may mean, in one case, due consideration of employer specifications and the qualifications of the claimant, and, in another case, referrals without such consideration. The value of the former referrals is obviously much greater to both employers and workers. Since factors such as these could not be measured in the present study and, more important, since comparable information is not available for nonclaimants, conclusions regarding the relative efficiency of the Employment Service in given States or areas cannot be drawn.

The claimants were divided into two groups. For those (class B) who had been unemployed continuously for 5 or more weeks at the time of the survey (47 percent of the total), information on referral, placement, and employment status was filled out at once. But for those (class A) who had been unemployed less than 5 weeks (53 percent of all claimants) this information was not filled out until the week ending March 13, 1943. The purpose of the 4-week follow-up period for this group was to ensure that information on Employment Service activities would cover a period

roughly comparable to that for class B claimants.

The placement and referral activity of the Employment Service was somewhat understated. During a period of full employment such as prevailed at the time of the survey, the great majority of claimants tend to be reemployed rapidly, while many of those who, because of personal or occupational handicaps, fail to get jobs at once may remain unemployed for some weeks or months. Within the first quarter of 1943, only two-thirds of the 424,142 first determinations⁹ were followed by payment of benefits, an indication that a considerable number of claimants who had filed initial claims were reemployed before benefits became payable to them. The claimants who had been unemployed for 5 or more weeks at the time of the survey, therefore, constituted the residue of the entire group of claimants who had become unemployed in January 1943 or before. The experience of the claimants who had been successfully placed or whose placements were pending at the time of the survey could not be studied. Consequently, virtually all recorded placements relate to the 23,000 claimants in class A, while only unsuccessful referrals for the most part were recorded for the 20,000 claimants in class B.

More useful information as to the referral and placement activity of the Employment Service with respect to claimants would have been yielded by a similar analysis confined to all claimants becoming unemployed during a given week. Since data were not tabulated separately for the two groups of claimants, it is not possible to state what proportion of the claimants unemployed less than 5 weeks at the time of the survey were placed or referred during the survey week. However, since this group comprised only slightly more than 50 percent of the entire sample, it would not be unreasonable to believe that, if the study had been related to a given week, the proportion of claimants reported as placed might have been about double the figure obtained from the current study.

Moreover, since data on referral and placement were drawn exclusively from local employment office records, any failure on the part of local office personnel to record referrals and placements resulted in an understatement of such

⁹ The decision made by the initial authority of a State employment security agency with respect to a claim.

activity. While exact information is not available, it was generally conceded by Employment Service and State agency personnel that, in many local offices, failure to follow normal procedures because of inadequate and inexperienced staff at a time of increased responsibilities resulted in an understatement of referral and placement activities.

Employment status and registration.—About 98 percent of the claimants were registered by the U. S. Employment Service.¹⁰ Some of these had registered before their current spell of unemployment, but 87 percent were interviewed during their current unemployment. The Employment Service had complete registrations for four-fifths of the claimants, and self-applications had been prepared by most of the others (table 6). Skeleton registrations¹¹ were reported for not more than 3 percent of the claimants, and only 2 percent had no registration.¹² The reasons for nonregistration were given as follows:

Reasons for nonregistration	All claimants	
	Number	Percent
Total.....	1,011	100.0
Itinerant service.....	192	19.0
Temporary lay-off.....	185	18.3
Registration scheduled.....	73	7.2
Union hiring.....	46	4.5
Other ¹³	515	51.0

About 34 percent of the claimants with complete registrations were referred to jobs, in contrast to 24 percent of those with skeleton registrations. Some 52 percent of all claimants refused to accept referrals. The relatively scanty information for claimants with skeleton registrations may have been responsible for the fact that refusals were reported for 57 percent of this group. Furthermore, only 11 percent of the referrals of such workers resulted in placements, as compared with an over-all percentage of 14. It is of interest that 11 percent of the claimants who had not registered were reported as reemployed at the close of the survey, most of them with their former employer. Since only 10 percent of all claimants were recorded

¹⁰ Every claimant registers for work when he files a claim, although a complete registration based upon an interview may be deferred in certain circumstances. Had the survey not excluded mail claims, the proportion of claimants not registered would have been somewhat greater, since many mail claimants do not register at the time of filing.

¹¹ A skeleton registration which contains only the basic occupational information concerning the applicant is used in cases in which complete information is not needed for proper referral and placement.

¹² Includes 115 claimants for whom no information on type of registration was available.

as reemployed, the absence of registrations for these claimants did not appear to have handicapped their reemployment.¹³

¹⁴ Almost 13 percent of the claimants with skeleton registrations were unemployed for more than 6 months as compared with 10 percent of all claimants, and 19 percent drew benefits for 14 weeks or more as compared with 6 percent of all claimants. Since many unregistered claimants were expecting reemployment very shortly, it is not surprising that 23 percent drew no benefits, almost double the proportion of all claimants who drew no benefits.

Employment status and additional occupational classification.—More than one occupational classification was assigned to 25 percent of the claimants, thus permitting them to be considered for a job in more than one type of work. The greater the number of additional classifications, the higher was the percentage of referrals which re-

Table 6.—Claimants referred, placed, or reported employed, by type of registration, occupational and area classification, type of separation, and employment status¹

Type of registration, occupational ² and area ³ classification, type of separation, and employment status ⁴	Claimants referred ⁵		Claimants refusing job or job offer		Claimants placed or reported employed ⁶									
	Number	Percent of all claimants	Number	Percent of claimants referred	Total		Placed				Reported employed			
					Number	Percent of all claimants	Number	Percent of all claimants	Percent of claimants referred	Percent placed with—		Number	Percent employed with—	
										Former employer	Other employer		Former employer	Other employer
All registrations	13,886	32.5	7,177	51.7	4,190	9.8	1,981	4.6	14.3	5.9	94.1	2,209	51.7	48.3
Complete	11,508	34.2	6,031	52.4	3,442	9.4	1,652	4.5	14.4	6.0	94.0	1,790	50.3	49.7
Skeleton	296	23.9	168	56.8	89	7.2	33	2.7	11.1	12.1	87.9	56	42.9	57.1
Self-application	2,033	29.8	950	46.7	555	8.1	289	4.2	14.2	4.5	95.5	266	51.9	48.1
No registration					95	11.1						95	83.2	16.8
Unknown	49	29.9	28	57.1	9	5.5	7	4.3	14.3	0	100.0	2	0	100.0
Assignment of additional occupational classification:														
All claimants	13,886	32.5	7,177	51.7	4,190	9.8	1,981	4.6	14.3	5.9	94.1	2,209	51.7	48.3
No additional classification	9,640	30.0	5,056	52.4	2,927	9.1	1,319	4.1	13.7	6.9	93.1	1,608	53.3	46.7
1 additional classification	3,322	38.3	1,672	50.3	1,004	11.6	503	5.8	15.1	3.8	96.2	501	48.9	51.1
2 additional classifications	696	47.3	339	48.7	192	13.1	118	8.0	17.0	3.4	96.6	74	36.5	63.5
3 or more additional classifications	189	49.4	91	48.2	56	14.6	37	9.7	19.6	5.4	94.6	19	42.1	57.9
Unknown	39	34.8	19	48.7	11	9.8	4	3.6	10.3	0	100.0	7	57.1	42.9
All separations, total	13,886	32.5	7,177	51.7	4,190	9.8	1,981	4.6	14.3	5.9	94.1	2,209	51.7	48.3
Lay-off of less than 30 days	807	24.5	468	58.0	690	21.3	134	4.1	16.6	7.5	92.5	565	79.8	20.2
Lay-off of 30 days or more	6,056	21.1	3,608	54.2	1,945	9.1	884	4.1	13.3	6.0	94.0	1,061	52.0	48.0
Discharge	1,432	35.6	732	51.1	307	7.6	193	4.8	13.5	4.7	95.3	114	16.7	83.3
Quit	2,899	37.3	1,301	44.9	705	9.1	460	5.9	15.9	5.4	94.6	245	15.9	84.1
Labor dispute	15	24.2	11	73.3	5	8.1	2	3.2	13.3	0	100.0	3	33.3	66.7
Other	2,077	33.5	1,057	50.9	529	8.5	308	5.0	14.8	6.2	93.8	221	35.7	64.3
Claimants in all occupations, total	13,886	32.5	7,177	51.7	4,190	9.8	1,981	4.6	14.3	5.9	94.1	2,209	51.7	48.3
Claimants in shortage areas, total	3,203	36.8	1,407	43.9	973	11.2	514	5.9	16.0	3.7	96.3	459	48.4	51.6
Nationally critical	195	48.0	75	38.5	85	20.9	40	9.9	20.5	7.5	92.5	45	48.9	51.1
Locally critical	120	47.1	39	32.5	41	16.1	28	11.0	23.3	3.6	96.4	13	76.9	23.1
Noncritical	2,888	35.9	1,293	44.8	847	10.5	446	5.5	15.4	3.4	96.6	401	47.4	52.6
Claimants in nonshortage areas, total	10,683	31.4	5,770	54.0	3,217	9.4	1,467	4.3	13.7	6.6	93.4	1,750	52.5	47.5
Nationally critical	353	44.7	200	50.9	135	15.4	66	7.5	16.8	4.5	95.5	69	39.1	60.9
Locally critical	380	43.4	241	63.4	135	15.4	53	6.1	13.9	13.2	86.8	82	59.8	40.2
Noncritical	9,910	30.7	5,329	53.8	2,947	9.1	1,348	4.2	13.6	6.5	93.5	1,599	52.7	47.3
Claimants employed at the completion of survey, total	3,037	51.9	895	29.5	4,190	71.6	1,981	33.9	65.2	5.9	94.1	2,209	51.7	48.3
Claimants in shortage areas, total	783	57.0	212	27.1	973	70.8	514	37.4	65.6	3.7	96.3	459	48.4	51.6
Nationally critical	65	65.0	14	21.5	85	85.0	40	40.0	61.5	7.5	92.5	45	48.9	51.1
Locally critical	33	68.8	5	15.2	41	85.4	28	58.3	84.8	3.6	96.4	13	76.9	23.1
Noncritical	685	55.9	193	28.2	847	69.1	446	36.4	65.1	3.4	96.6	401	47.4	52.6
Claimants in nonshortage areas, total	2,254	50.4	683	30.3	3,217	71.9	1,467	32.8	65.1	6.6	93.4	1,750	52.5	47.5
Nationally critical	107	60.5	36	33.6	135	76.3	66	37.3	61.7	4.5	95.5	69	39.1	60.9
Locally critical	92	52.9	38	41.3	135	77.6	53	39.5	57.6	13.2	86.8	82	59.8	40.2
Noncritical	2,055	49.8	609	29.6	2,947	71.4	1,348	32.7	65.6	6.5	93.5	1,599	52.7	47.3
Claimants not employed at the completion of survey, total	7,028	28.0	3,847	54.7										
Claimants in shortage areas, total	1,461	32.3	629	43.1										
Nationally critical	79	44.9	37	46.8										
Locally critical	51	37.8	13	25.5										
Noncritical	1,331	31.6	579	43.5										
Claimants in nonshortage areas, total	5,567	27.1	3,218	57.8										
Nationally critical	172	38.3	95	55.2										
Locally critical	168	39.3	117	69.6										
Noncritical	5,227	26.5	3,006	57.5										

¹ See table 1, footnote 2.

² A critical occupation is an essential occupation in which existing or anticipated demand exceeds available supply. A nationally critical occupation is one listed as such in releases of the War Manpower Commission. A locally critical occupation is a critical occupation not included in the national list.

³ Shortage areas are those with a current acute labor shortage or labor stringency and those anticipating a labor shortage within 6 months. All other areas are classified as nonshortage.

⁴ Employment status determined as of cut-off date, which was Feb. 13, 1943, for claimants who had filed claims for less than 5 weeks of unemployment during the present claims series, and was March 13 for all other claimants.

⁵ Includes all referrals made prior to survey week.

⁶ Includes only placements made or employment reported during or after survey week prior to cut-off date.

sulted in placements. This latter percentage was nearly half again as great for claimants with three or more additional classifications as for claimants with only one classification.

Employment status and type of separation.—The type of separation is directly related to duration of unemployment, as pointed out above, and also to opportunities for referral. More than one-third of the claimants who quit or were discharged from their last employment or were laid off for 30 days or more were offered referral, in contrast to one-fourth of those laid off for less than 30 days. The claimants in the latter group were relatively unsuitable for referral by the Employment Service because they retained an attachment to a former employer. Claimants who had quit or been discharged from their last jobs—the group with the highest percentage of referrals—had a relatively low percentage of refusals, possibly because their manner of separation disqualified many of them from benefits; they may therefore have been more willing to accept any offered work. Claimants who are laid off tend to return to their former employers more often than any other group. Four of every five reemployed claimants who were laid off for less than 30 days and every second claimant laid off for 30 days or more returned to their former employer, as compared with one out of six who were discharged or quit their former jobs.

Employment status and occupation.—Although 87 percent of the claimants were seen by an Employment Service interviewer during their current spell of unemployment, only 33 percent

were referred to job openings. However, the proportion of referrals ranged from about 16 percent in Georgia, Idaho, and Louisiana to 60 percent in Oklahoma and 66 percent in Montana; it was considerably greater in shortage than in non-shortage areas and in critical than in noncritical occupations (table 6).

More than half of those referred to jobs refused one or more of the referrals offered them. Furthermore, 38 percent of the claimants referred were rejected by the employer.¹⁴ The percentage of refusals to accept referral was smaller in shortage than in nonshortage areas (44 as against 54 percent), and was only about 30 percent for claimants employed at the end of the survey.

More than 20 percent of the claimants in critical occupations in shortage areas who were referred to jobs were placed, compared with the over-all figure of 14 percent. In connection with the latter figure, however, the understatement of the data on the volume of placements must be kept in mind; the automatic elimination of all successful referrals within the period preceding the survey resulted in an overrepresentation of unsuccessful referrals, which is shown in the unrealistic ratio of one placement for every seven referrals.

¹⁴ A report by the Illinois Employment Security Agency as of August 26, 1943, on the results of the spot placement program for April 25-July 24 indicates that 34 percent of the 118,816 claimants were offered referral to jobs, and that half of these referrals were believed to have resulted in employment. Of those offered referrals, 33 percent refused to accept them; 73 percent of the refusals were found to have been for "good cause"; and in 5 percent of the cases the claimant was found to be unavailable for work, either temporarily or indefinitely. The remaining 22 percent of the cases resulted in contests to determine whether the claimant had good cause for refusal.

Table 7.—Number and percent of claimants referred in usual or other than usual occupation, by occupational and area classification¹

Occupational and area classification	Number of claimants referred ²	Number of claimants referred ³ in usual, other than usual, or other occupation	Referred in usual occupation		Referred in other than usual occupation	
			Number	Percent	Number	Percent
Claimants in all occupations, total.....	13,886	15,062	6,076	40.3	9,016	59.7
Claimants in shortage areas, total.....	3,203	3,551	1,503	42.3	2,048	57.7
Nationally critical.....	195	226	115	50.9	111	49.1
Locally critical.....	120	135	64	47.4	71	52.6
Noncritical.....	2,888	3,190	1,324	41.5	1,866	58.5
Claimants in nonshortage areas, total.....	10,683	11,541	4,573	39.6	6,968	60.4
Nationally critical.....	393	447	210	47.0	237	53.0
Locally critical.....	280	434	202	46.5	232	53.5
Noncritical.....	9,910	10,660	4,161	39.0	6,499	61.0

¹ See footnotes to tables 1 and 6 for definitions of terms used in this table.
² Includes all referrals made prior to survey week.

³ This figure is greater than the number of claimants referred because claimants referred in both usual and other than usual occupation were counted twice.

Table 3.—Frequency of referrals¹ and refusals, by occupational and area classification²

Occupational and area classification	Percentage distribution of claimants by—												
	Number of referrals in usual occupation				Number of referrals in other than usual occupation				Number of refusals of jobs				
	All	1	2	3 or more	All	1	2	3 or more	Number	All	1	2	3 or more
Claimants in all occupations, total	100.0	76.1	16.5	7.4	100.0	72.5	18.1	9.4	7,177	100.0	72.6	18.5	8.9
Shortage areas, total	100.0	74.4	17.2	8.4	100.0	70.7	17.5	11.8	1,407	100.0	71.5	16.7	11.8
Nationally critical	100.0	67.9	19.1	13.0	100.0	70.3	18.0	11.7	75	100.0	61.3	24.0	14.7
Locally critical	100.0	73.4	21.9	4.7	100.0	70.4	15.5	14.1	39	100.0	76.9	12.8	10.3
Noncritical	100.0	75.0	16.8	8.2	100.0	70.8	17.5	11.7	1,293	100.0	71.9	16.4	11.7
Nonshortage areas, total	100.0	76.6	16.3	7.1	100.0	72.9	18.3	8.8	5,770	100.0	73.0	18.8	8.2
Nationally critical	100.0	71.9	20.5	7.6	100.0	74.6	16.5	8.9	200	100.0	75.5	15.5	9.0
Locally critical	100.0	71.3	22.3	6.4	100.0	68.6	19.8	11.6	241	100.0	63.9	22.8	13.3
Noncritical	100.0	77.1	15.8	7.1	100.0	73.0	18.3	8.7	5,329	100.0	73.4	18.6	8.0

¹ Includes all referrals made prior to survey week.

² See footnotes to tables 1 and 6 for definitions of terms used in this table.

Altogether, 10 percent of the claimant group were reported reemployed during the period studied. Of the 4,190 claimants reported placed or employed, 47 percent were placed by the Employment Service and 53 percent employed through their own efforts. In shortage areas the percentage of claimants placed exceeded the proportion employed through their own efforts, an indication of greater success or greater efforts of the Employment Service in those areas.

Only 6 percent of all claimants reported as placed went back to their former employers, but this figure varied with the type of occupation and area. The highest percentage (13) was found for claimants in locally critical occupations in nonshortage areas. It is reasonable to assume that most employers who reemploy their former workers would not normally do so through the Employment Service, and that they would use the Service most frequently in hiring workers in critical occupations.

Of the claimants reported as employed at the close of the survey, about half had gone back to their former employers. This fact clearly reflects the large representation of seasonal workers (in construction, apparel, canning) who tend to return to their former employers as soon as the busy season begins and for whom placement efforts by the Employment Service are of minor importance. In locally critical occupations, three of every four claimants returned to their former employers.

Of the 13,886 claimants referred, about 9 percent were referred in both their usual and in other than their usual occupations (table 7). The percent referred in both types of occupations was greatest for claimants whose primary classification was in a critical occupation.

Six of every 10 claimants and about half of those in critical occupations offered referral were referred to other than their usual occupations. About 1 of 4 claimants was referred more than once in his usual occupation and 7 of every 100 claimants had 3 or more referrals. Claimants in critical occupations, for whom the demand was greatest, had a much higher record of referrals; twice as many as the average were referred 3 times or more in their usual occupations.

Twenty-seven percent of the claimants who refused to accept referral refused more than once, 9 percent three times or more; a higher percentage of claimants in nationally critical occupations—15 percent in shortage areas—refused referrals 3 times or more.

Employment status and training.—Few of the claimants had been enrolled in vocational training courses. While many claimants may have found it necessary to change their occupations in order to find jobs, apparently few were ready to take the necessary training at the time they filed claims for unemployment compensation. Of the 42,757 claimants in the sample, 1,219 had refused referral to training courses, and only 1,335 had accepted such referrals. In the latter group, 455 had completed training, 554 were attending courses, and 326 were awaiting assignment to a class. The small use of the vocational training facilities by claimants may have been due not only to the larger concentration of seasonal and older workers among the claimant group but also to a preference for training on the job, with the expectation of continued employment, instead of noncompensated training in vocational courses with uncertain opportunities for employment.

Training courses had little effect on referral

and placement activities. While no detailed analysis of the available figures is presented in this article, it may be noted that the percent of claimants who completed training courses was far greater for those in nationally critical occupations than those in noncritical occupations, and greater in nonshortage than in shortage areas. Three-fifths of those who had completed training courses were assigned additional classifications. Most claimants who completed or were attending training courses had been laid off for 30 days or more or quit their jobs, and they probably felt the need for obtaining or improving occupational skills.

Employment status and personal characteristics of claimants.—Young workers were found to be more readily referable to jobs than those in the older age groups; about half as many claimants

who were 65 and over returned to work as in the other age groups (table 9). Placement efforts were 50 percent more successful for claimants under age 22 than for the average claimant.

Proportionately more single than married claimants were reemployed. In general, single claimants without dependents showed a higher rate of reemployment than those with dependents; married claimants, on the other hand, were reemployed more rapidly if they had dependents.

Relatively, only half as many noncitizens as citizens were placed by the Employment Service; however, the chances of reemployment through other sources appeared to be almost equal for both groups. Claimants of American birth had a better placement and reemployment record than those of foreign birth.

Physical handicaps had little effect on reem-

Table 9.—Distribution of claimants placed or reported employed, by age, citizenship, nationality, marital and dependency status, type of physical handicap, and draft status¹

Selected characteristic	Total claimants	Placed or reported employed						
		Total number	Percent-age distribution	Percent of total claimants	Percent placed with—		Percent reported em-ployed with—	
					Former employer	Other em- ployer	Former employer	Other em- ployer
Age, total ¹	42,753	4,190	100.0	9.9	0.3	4.4	2.7	2.5
Under 22	2,240	240	5.7	10.7	.3	6.1	1.8	2.5
22-44	19,501	2,072	49.4	10.7	.3	4.9	2.8	2.7
45-64	17,258	1,687	40.3	9.8	.3	4.1	2.9	2.5
65 and over	3,754	191	4.6	5.2	.2	2.0	1.6	1.4
Citizenship, total	42,757	4,190	100.0	9.9	.3	4.4	2.7	2.5
Citizens	38,900	3,927	93.7	10.1	.3	4.6	2.6	2.6
Noncitizens	3,857	263	6.3	7.3	.2	2.2	3.4	1.5
Nationality, total	42,757	4,190	100.0	9.9	.3	4.4	2.7	2.5
American	32,397	3,361	80.2	10.4	.3	4.8	2.6	2.7
German	803	77	1.8	9.6	.3	3.7	2.1	3.5
Italian	2,277	128	3.1	5.6	0	2.2	2.1	1.3
Other	7,280	624	14.9	8.6	.2	3.2	3.4	1.8
Marital and dependency status, total ¹	42,670	4,181	100.0	9.9	.3	4.4	2.7	2.5
Single	6,779	736	17.6	11.0	.3	5.3	2.8	2.6
With dependents	1,403	142	3.4	10.2	.1	5.5	2.2	2.4
Without dependents	5,376	594	14.2	11.2	.3	5.3	3.0	2.6
Married	35,891	3,445	82.4	9.7	.3	4.2	2.7	2.5
With dependents	13,818	1,441	34.5	10.5	.3	4.6	2.8	2.8
Without dependents	22,073	2,004	47.9	9.2	.3	4.0	2.6	2.3
Physical handicap, total	42,757	4,190	100.0	9.9	.3	4.4	2.7	2.5
No physical handicaps, total	38,525	3,843	91.7	10.1	.3	4.4	2.8	2.6
Physically handicapped, total	4,232	347	8.3	8.2	.2	4.5	1.3	2.2
Permanent	3,269	272	6.5	8.4	.2	4.7	1.5	2.0
Temporary	746	72	1.7	9.8	.3	4.9	1.1	3.5
Pregnancy	217	3	.1	1.5	0	.5	.5	.5
Draft status: ⁴								
All claimants with draft status	14,721	1,821	100.0	12.4	.2	5.7	3.0	3.5
1A fit for general military service	1,030	94	5.2	9.2	.1	5.3	1.3	2.5
2A deferred (essential activities)	142	20	1.1	14.0	.7	5.6	4.2	3.5
2B and 3B deferred (war production)	451	94	5.2	21.0	.4	6.7	8.3	5.6
2C and 3C deferred (agricultural occupation)	68	4	.2	6.0	0	3.0	1.5	1.5
3A deferred (family responsibility)	4,508	626	34.3	14.0	.3	6.0	3.7	4.0
4F rejected	1,554	204	11.2	13.4	.5	8.1	1.8	3.0
Other	6,968	779	42.8	11.3	.2	5.0	2.7	3.4

¹ See footnotes to tables 1, 4, and 6 for definitions of terms used in this table.

² Excludes 4 claimants; data not available.

³ Excludes 87 claimants; data not available.

⁴ Status as of February 1943.

ployment. The percent of temporarily and permanently handicapped claimants who were re-employed was about the same as the average for all claimants.

Claimants classified as 1A encountered more difficulties in obtaining reemployment than those with other draft classifications who had any

appreciable representation in the sample. Thus, 21 percent of those deferred because of their attachment to war production and 14 percent of those with family responsibilities were placed or found employment, as compared with 9 percent of those with 1A classifications. About 13 percent of claimants in 4F returned to employment.

Social Insurance and Public Assistance Payments

ELVA MARQUARD *

QUESTIONS ARE FREQUENTLY RAISED concerning the relative levels of payments under insurance and assistance programs established by the Social Security Act. How, for example, do benefits paid aged retired workers who are insured under old-age and survivors insurance compare with old-age assistance payments, or survivor benefits with payments for aid to dependent children? The differing character of social insurance and public assistance payments and some of the reasons for variations among States in average payments under old-age and survivors insurance and under public assistance are traced here in general terms.

In December 1942, payments were made to 2.2 million needy aged persons under the old-age assistance program and to 346,000 needy families in which one or more children were eligible for aid to dependent children. A much smaller group benefited under the relatively new Federal old-age and survivors insurance program, in which monthly payments on the basis of employment in commercial and industrial establishments were first made in 1940; 260,000 aged persons received primary benefits in December 1942, and about 57,000 families received both widow's current benefits and child's benefits.¹

The average old-age assistance payment of \$23.43 for December 1942 was 41 cents higher than the average primary insurance benefit paid to retired workers. On the other hand, the average family payment of \$37.27 under the assistance program for dependent children was about \$3

below the average insurance payment of \$40 for this group.² It should be borne in mind that some individuals receive both insurance and assistance payments. Since the latter are based on need, they may be made if the insurance benefit is found to be inadequate.

Differences in the Programs

Differences in individual payments under the insurance and assistance programs result from various differences in the programs, the most important of which are concerned with administration, financing, coverage, and the basis of payments.

Administration.—The national character of old-age and survivors insurance results in policies and procedures which are uniform throughout the country. Although old-age assistance and aid to dependent children are administered under State plans approved by the Social Security Board, a wide variety of practices is possible within the standards required under the Social Security Act.

Financing.—Insurance benefits are paid from a trust fund to which the contributions of workers and employers have been appropriated, and this fund is maintained at a level adequate to meet current obligations in full. Assistance payments are financed through State and local funds and matching amounts from the Federal Government, except that amounts exceeding maximum individual payments established in the act are not matched. Low fiscal capacity of the State, as well as frugality of State appropriations, results in inadequate assistance payments in some States.

*Bureau of Research and Statistics, Division of Coordination Studies.

¹ In addition to these 3 types, with which this study is concerned, 3 other types of monthly benefits are also paid: wife's, widow's, and parent's. On December 31, 1940, some 245,000 persons were entitled to monthly benefits and on December 31, 1942, 692,000 persons. If an insured wage earner leaves no surviving widow, child, or parent entitled to monthly benefits at his death, a lump-sum benefit is payable to specified survivors.

² Estimated. Data on average benefits in force for families receiving both widow's current and child's benefits not available for December 1942. The assistance average of \$37.27 relates to the 43 States (including District of Columbia and Hawaii) with approved plans in November 1940; 3 additional States had approved plans in December 1942.

Coverage.—The limitation of old-age and survivors insurance to commercial and industrial workers, who are usually concentrated in urban communities where wages are relatively high, results in a higher average insurance benefit than would be the case if a large proportion of benefits was based on wages in rural areas. In addition to the difference in wage rates, benefits in rural areas are also likely to reflect only part of an individual's total earnings, because of the exclusion of agricultural labor from coverage. The assistance programs, on the other hand, extend into rural communities and the payments reflect the levels of living there.

Basis for payments.—Benefits under old-age and survivors insurance are awarded to insured workers and their qualified dependents without regard for other resources or income of the beneficiary; they are based on the worker's employment and are related to his average monthly wage, as defined in the Social Security Act. The primary benefit amounts to 40 percent of the first \$50 of the average monthly wage, plus 10 percent of the next \$200, plus a small increment based on years of covered employment. The lower percentage applied to wages above \$50 makes the variation in primary benefits much less than that in wages. The range of benefits is also limited by statutory provisions which fix a minimum of \$10 a month and a maximum varying with the years of coverage (\$41.60 in 1940 and \$42.40 in 1942). A child's benefit is half the primary benefit amount, and a widow's current benefit (awarded to a widow who has a child of the deceased worker in her care) is three-fourths. For total monthly benefits paid on the basis of one worker's wages, there is a minimum of \$10 and a maximum of the least of the following: \$85, twice the primary benefit, or 80 percent of the average monthly wage, but the total must not be reduced below \$20.

Regularity of covered employment affects the insurance benefit, because the average wage is computed over the entire period during which the worker could have been in the system and not merely over the period in which he received wages in covered employment. Under this method of computation, 30 percent of the persons to whom primary benefits were awarded in 1940 had computed average monthly wages of less than \$50; 41 percent, wages of \$50-99; 24 percent, wages of \$100-199; and only 5 percent, wages of

\$200 or more. Only 23 percent of the beneficiaries with average wages under \$50 had been regularly employed, but the percentage increased markedly with higher wages: 57 percent for average monthly wages of \$50-99, 79 percent for \$100-199, and 92 percent for \$200 or more.³

The low average monthly wages recorded for certain groups probably reflect both low wage rates and irregularity of covered employment. Of nonwhite persons awarded primary benefits in 1940, 62 percent had average monthly wages under \$50 and 94 percent under \$100, in contrast to 28 and 70 percent for white persons. Of female primary beneficiaries, 55 percent had average monthly wages under \$50 and 91 percent under \$100, in contrast to 27 and 68 percent for male primary beneficiaries.

Primary benefits of workers who retired and claimed benefits in 1940-42 were probably lower than the benefits of persons who were eligible but did not claim them. Workers to whom primary benefits were awarded in 1940 were less regularly employed and had lower average monthly wages than deceased workers in the same age groups on the basis of whose wages survivor benefits or lump-sum payments were awarded. Of primary beneficiaries aged 65-69, only 44 percent had been regularly employed—that is, had had 91 percent or more of potential quarters of coverage; for deceased workers in this age group the percentage was 72. Regularity of employment is, of course, reflected in the average monthly wage. Only 27 percent of the primary beneficiaries aged 65-69 had average monthly wages of \$100 or more, but 50 percent of the deceased workers averaged that much. If all persons who could have qualified had claimed benefits, the level of primary benefit amounts in these years would have been higher.

Assistance payments are made on the basis of individual need, and they take into consideration other income and resources of the recipient.⁴ Need determined for a given type of case varies from State to State and within a State according to patterns and costs of living, social attitudes, and standards of assistance. Differences in State

³ If the worker had 91 percent or more of potential quarters of coverage, he was assumed to have been regularly employed. Since data on the ratio of actual to potential quarters of coverage were compiled in intervals of 10 percent, information is not available on the number of workers with exactly 100 percent of potential quarters of coverage.

⁴ Some States disregard small amounts of other income.

maximum and minimum payments, in methods of meeting deficiencies in welfare funds of States or localities, and in policies with regard to such factors as allowable items in the budget and responsibility of relatives all serve to create variations in individual payments for approximately the same need. Differences in assistance payments, therefore, result not only from differences in need but also from differences in State plans, regulations, and policies, which in turn reflect the social attitudes and fiscal capacity of the State.

Payments for the Aged

The average old-age assistance payment was \$20.14 for November 1940 while the average primary benefit awarded in 1940 was \$22.71. Comparison of average payments, however, only partially discloses the differences in payments under the two programs. The distribution of individual payments presents a more descriptive picture (chart 1).⁵

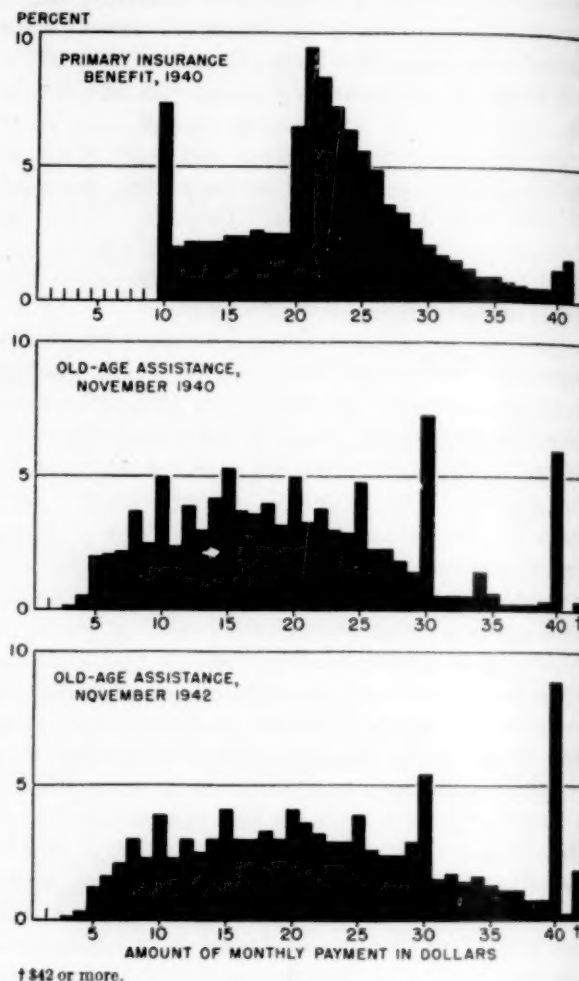
Distribution of payments, 1940.—Primary benefits, held within the limits of the legal minimum and maximum, did not go below \$10 or above \$41.60; in old-age assistance, on the other hand, 13.1 percent of the payments were below \$10 and 0.3 percent above \$41.99. More than half the old-age assistance payments were under \$20; only 28 percent of the primary benefits were so small. Moreover, primary benefits were concentrated within a few intervals; about 38 percent fell in the \$20–24 interval, while only about 21 percent of old-age assistance payments were in the five consecutive dollar intervals having the largest concentration (\$14–19).

The distinctive curves of the two distributions reflect the methods by which the amounts are determined. Old-age assistance payments concentrate at multiples of \$5, disclosing a tendency in many States to think of payments in units of that amount. The influence of the Federal-matching maximum of \$30 which existed prior to

⁵ Detailed data are not available for benefits in force December 1940; they are available, however, for benefits awarded in 1940, 96.2 percent of which were in force on December 31. The distribution of primary benefits was computed from separate distributions for primary benefits only and primary and wife's benefits only, assuming the primary benefit to be two-thirds of the aggregate primary and wife's benefits and further assuming that payments within the dollar intervals were evenly spaced. Primary benefits awarded alone or with wife's benefits totaled 126,441, or 95.5 percent of the number of primary benefits awarded in 1940; the remainder were awards with child's benefits.

Distributions of old-age assistance payments are not available for December 1940. The average for that month was 10 cents above that for November 1940.

Chart 1.—Percentage distribution of monthly primary benefits awarded under old-age and survivors insurance and of monthly payments to recipients of old-age assistance, November 1940 and November 1942, by amount



† \$42 or more.

1940 is evident in the concentration of payments in November 1940 at that amount; a number of States had failed to take advantage of the new \$40 maximum,⁶ and evidently in some States, even after it was accepted, the process of getting the qualified persons to higher levels was relatively slow. In November 1942 considerably more payments were made at the \$40 maximum.

The curve for primary benefits describes the formula on which they are based. The legal minimum of \$10 is evident in the concentration of payments at that amount. The sharp rise in the

⁶ Under the Social Security Act, as amended, the Federal Government grants to the State one-half of all payments made, not counting the amount of the payment exceeding \$40. Before January 1, 1940, the maximum was \$30.

number of benefits at \$20 is the result of the change in percentage of wages from 40 percent of the first \$50 to 40 percent of the first \$50 plus 10 percent of the next \$200. The interval of wages represented in the \$20-20.99 group is four times that for \$19-19.99; in the latter interval are the benefits of persons with average monthly wages of approximately \$47.50-50—a range of only \$2.50, but the interval of \$20-20.99 represents the

benefits of persons with average monthly wages of approximately \$50-60—a range of \$10.⁷

Changes, 1940-42.—In December 1942, the average primary benefit in current-payment status had risen to \$23.02 from the average of \$22.71 for benefits awarded in 1940. The old-age assist-

⁷ For illustrative purposes, this explanation disregards the 1-percent increment added for each year in which \$200 in wages was paid; in 1940 the maximum increment was 4 percent.

Table 1.—Average old-age assistance payments, December 1940 and December 1942; average monthly primary benefits awarded under old-age and survivors insurance in 1940 and average monthly primary benefits in current-payment status, December 31, 1942, by State

State	1942						1940							
	Average old-age assistance payment	Average old-age assistance payment as percent of average primary benefit	Average old-age assistance payment in selected counties ¹	Average old-age assistance payment	Average old-age assistance payment	Average old-age assistance payment	Average old-age assistance payment		Average old-age assistance payment as percent of average primary benefit	Percent of payments under \$20		Percent of primary benefits at \$10.00-10.99 ²		
							Greater by—	Smaller by—		Old-age assistance ³	Primary benefits ³			
United States.....	\$23.43	\$23.02	\$0.41	101.8	(⁴)	\$20.24	\$22.71		\$2.47	89.1	51.4	31.7	8.6	
Alabama.....	9.84	19.60		\$9.85	50.0	\$11.84	9.28	19.59		10.31	47.4	93.5	50.0	15.5
Alaska.....	29.81	24.44	5.37		122.0	(⁵)	28.22	23.40	\$4.82		120.6	15.1	(⁶)	(⁶)
Arizona.....	37.22	22.53	14.69		165.2	37.31	28.01	22.16	5.85		126.4	5.3	33.1	11.5
Arkansas.....	14.71	18.71		4.00	78.6	15.72	7.87	18.62		10.75	42.3	99.4	55.7	22.0
California.....	36.91	23.75	13.16		155.4	36.96	37.87	23.35	14.52		162.2	1.7	28.1	6.6
Colorado.....	41.06	22.74	18.32		180.6	40.83	31.66	22.99	8.67		137.7	7.1	30.3	7.7
Connecticut.....	29.88	24.38	5.50		122.6	29.88	27.96	23.56	4.40		118.7	11.7	25.8	5.0
Delaware.....	13.07	22.50		9.43	58.1	14.20	11.42	20.90		9.48	54.6	91.9	39.1	14.5
District of Columbia.....	27.62	23.82	3.80		116.0	27.62	25.47	23.31	2.16		109.3	17.1	33.6	10.4
Florida.....	14.40	23.23		8.83	62.0	15.88	12.50	21.31		8.81	58.7	91.3	41.9	16.0
Georgia.....	9.29	19.27		9.98	48.2	11.48	8.30	19.29		11.09	42.5	97.9	55.0	19.3
Hawaii.....	16.51	30.22		3.71	81.7	(⁵)	12.96	19.79		6.83	65.5	90.0	47.0	9.3
Idaho.....	26.80	21.38	5.42		125.4	27.55	22.38	22.41		.03	99.9	29.4	31.1	8.5
Illinois.....	27.57	24.09	3.48		114.4	28.50	22.05	23.71		1.66	93.0	39.2	25.9	5.8
Indiana.....	20.90	22.61		1.71	92.4	22.30	18.11	22.33		4.22	81.1	61.2	30.5	8.8
Iowa.....	22.06	21.31	.75		103.5	22.31	20.72	20.92		.20	90.0	30.2	40.9	13.3
Kansas.....	24.27	21.38	2.89		113.5	24.01	20.03	21.02		.99	95.3	55.5	40.5	10.7
Kentucky.....	10.40	20.70		10.50	49.3	11.39	8.91	20.47		11.56	43.5	100.0	43.2	11.6
Louisiana.....	14.40	19.92		5.52	72.3	17.40	12.61	20.26		7.65	62.2	88.4	49.0	15.2
Maine.....	21.70	21.24	.46		102.2	21.82	20.82	20.88		.06	99.7	45.0	41.1	10.4
Maryland.....	20.12	22.18		2.06	90.7	21.65	17.76	21.98		4.22	80.8	58.1	37.8	10.1
Massachusetts.....	34.23	23.82	10.41		143.7	34.23	29.00	23.56	5.44		123.1	6.9	27.7	5.8
Michigan.....	22.01	23.65		1.64	93.1	22.89	16.75	23.25		6.50	72.0	73.3	27.5	6.3
Minnesota.....	22.88	23.86		.98	95.9	24.87	21.16	23.73		2.57	89.2	37.4	24.8	7.1
Mississippi.....	9.05	17.90		8.85	50.6	10.04	8.60	18.58		9.98	46.3	99.3	53.5	24.2
Missouri.....	19.67	22.49		2.82	87.5	22.24	14.95	22.08		7.13	67.7	84.0	37.5	12.3
Montana.....	23.56	23.43	.13		100.6	24.82	19.05	22.77		3.72	83.7	60.6	29.6	9.0
Nebraska.....	20.85	21.27		.42	98.0	21.96	19.30	21.64		2.34	89.2	58.9	37.1	11.4
Nevada.....	31.49	23.32	8.17		135.0	32.18	26.55	24.24	2.31		109.5	17.9	19.0	4.1
New Hampshire.....	24.07	21.40	2.67		112.5	24.07	21.28	21.23	.05		100.2	42.8	36.7	8.2
New Jersey.....	23.43	24.88		1.45	94.2	23.43	21.01	24.57		3.56	85.5	39.2	24.6	5.8
New Mexico.....	19.08	20.31		1.23	93.9	20.45	17.16	20.77		3.61	82.6	71.4	43.4	12.0
New York.....	28.95	23.80	5.15		121.6	29.39	24.91	23.74	1.17		104.9	32.7	27.4	7.0
North Carolina.....	10.40	18.82		8.42	55.3	11.95	10.12	18.91		8.79	53.5	94.3	55.4	17.5
North Dakota.....	19.13	21.65		2.52	88.4	21.87	16.78	21.07		4.29	79.6	69.3	44.0	20.7
Ohio.....	26.97	23.82	3.15		113.2	27.41	22.99	23.31		.32	98.6	28.4	26.8	6.5
Oklahoma.....	21.92	22.24		.32	98.6	22.76	17.85	21.09		3.24	84.6	66.1	40.6	14.0
Oregon.....	24.71	22.54	2.17		109.6	25.57	21.40	22.36		.96	95.7	37.3	29.9	8.2
Pennsylvania.....	25.87	23.56	2.31		109.8	25.99	21.95	23.09		1.14	95.1	35.6	27.7	6.5
Rhode Island.....	24.93	23.21	1.72		107.4	24.93	19.96	22.91		2.95	87.1	44.7	27.5	6.8
South Carolina.....	10.15	18.96		8.81	53.5	11.25	7.91	19.02		11.11	41.6	98.3	57.2	16.0
South Dakota.....	19.56	22.14		2.58	88.3	21.05	19.30	22.18		2.88	87.0	51.7	38.7	11.0
Tennessee.....	12.36	19.53		7.17	63.3	14.32	10.11	19.73		9.62	51.2	97.1	49.8	16.7
Texas.....	20.05	20.58		.53	97.4	21.45	13.77	20.88		7.11	65.9	88.7	42.8	15.7
Utah.....	27.08	23.24	3.84		116.5	27.22	22.58	23.02		.44	98.1	25.5	28.8	8.7
Vermont.....	17.97	21.91		3.94	82.0	18.29	16.51	21.47		4.96	76.9	65.6	38.7	11.2
Virginia.....	10.62	20.58		9.96	51.6	12.64	9.95	20.29		10.34	49.0	94.6	45.6	15.0
Washington.....	33.74	23.27	10.47		145.0	33.78	22.70	23.05		.35	98.5	27.0	26.9	6.6
West Virginia.....	17.17	22.08		4.91	77.8	17.94	13.99	21.77		7.78	64.3	84.8	31.7	7.2
Wisconsin.....	24.16	23.52	.64		102.7	26.21	22.53	23.36		.83	96.4	34.2	27.0	7.6
Wyoming.....	26.78	22.49	4.29		119.1	27.11	23.91	21.94	1.97		109.0	19.9	29.3	8.1

¹ Counties in which 50 percent or more of all employment in March 1940 was covered by old-age and survivors insurance.

² Data for November 1940.

³ Does not include any primary benefits awarded in families which also received wife's or child's benefits.

⁴ Data not available.

⁵ Not computed on base of less than 50.

Table 2.—Distribution of States by average old-age assistance payment and by average primary benefit, December 1942 and December 1940¹

Average primary benefit ¹	Total	Average old-age assistance payment							
		\$5.00-9.99	\$10.00-14.99	\$15.00-19.99	\$20.00-24.99	\$25.00-29.99	\$30.00-34.99	\$35.00-39.99	\$40.00-44.99
December 1942									
Total.....	51	3	9	7	16	10	3	2	1
\$17.00-17.99.....	1	1	0	0	0	0	0	0	0
18.00-18.99.....	3	0	3	0	0	0	0	0	0
19.00-19.99.....	4	2	2	0	0	0	0	0	0
20.00-20.99.....	5	0	2	2	1	0	0	0	0
21.00-21.99.....	8	0	0	2	5	1	0	0	0
22.00-22.99.....	11	0	1	3	4	1	0	1	1
23.00-23.99.....	15	0	1	0	5	5	3	1	0
24.00-24.99.....	4	0	0	0	1	3	0	0	0
December 1940									
Total.....	51	7	9	11	16	6	1	1	0
\$18.00-18.99.....	3	2	1	0	0	0	0	0	0
19.00-19.99.....	5	3	2	0	0	0	0	0	0
20.00-20.99.....	8	2	3	1	2	0	0	0	0
21.00-21.99.....	10	0	2	5	3	0	0	0	0
22.00-22.99.....	9	0	1	4	2	1	1	0	0
23.00-23.99.....	14	0	0	1	8	4	0	1	0
24.00-24.99.....	2	0	0	0	1	1	0	0	0

¹ December 1940 data for primary benefits from benefits awarded in 1940; December 1942 data from benefits in current-payment status Dec. 31, 1942.

ance payment, however, had climbed from an average of \$20.14 in November 1940 to \$23.43 in December 1942.

Higher wages in 1941 and 1942 raised only slightly the primary benefits awarded during this period, because the formula and the method of computing the average monthly wage remained unchanged. Moreover, since the amounts of primary benefits already awarded cannot be raised even if the primary beneficiary subsequently earns higher wages, better employment opportunities had no effect on benefits already established.

Old-age assistance payments are not limited by a formula fixed by act of Congress, and, within the limitations of available funds and provisions of State plans, they can be changed as frequently as conditions require. In 1941 and 1942, higher living costs necessitated larger payments at the same time that additional funds became available through improved fiscal conditions in most of the States and through legislative action to take advantage of the higher Federal-matching maximum.⁸

⁸ See the following *Bulletin* articles: "Effect of the War Economy on Financing Public Assistance," October 1942, pp. 13-17; "Increases in Cost of Living and in Assistance Payments," January 1943, pp. 31-32; and "Effect of Increased Federal Participation in Payments for Old-Age Assistance, 1940-41, and Aid to Dependent Children, 1940-42," April 1943, pp. 18-21.

The increase in old-age assistance payments in the 2-year period is evident in the distributions for November 1940 and November 1942 (chart 1). While 51 percent of the payments in the earlier years were below \$20, only 42 percent were in that group 2 years later. Payments above \$30 increased from 11 percent of the total in 1940 to 22 percent in 1942.

State Averages for the Aged

State averages for primary benefits awarded in 1940 ranged from \$18.58 in Mississippi to \$24.57 in New Jersey, while those for old-age assistance payments in December 1940 varied from \$7.87 in Arkansas to \$37.87 in California (table 1).⁹ In general, States with low per capita income were at the bottom of the list in both sets of averages while States with high per capita income were at the top;¹⁰ accordingly, States which

⁹ If a man and wife are both eligible for old-age assistance, it is customary in most States to make a separate payment to each; however, in some States a single payment may be made to husband and wife and the amount per recipient is consequently lower than the average given. In January 1943, some such payments were made in Alabama, Arkansas, Georgia, Idaho, Kansas, Louisiana, Mississippi, New Mexico, North Carolina, South Carolina, Tennessee, Virginia, West Virginia, and Wyoming. See the following *Bulletin* articles: "Distribution Patterns in Old-Age Assistance Payments Approved in 1938-39," January 1941, pp. 16-17, and "Recipient Rates for the Special Types of Public Assistance," April 1943, pp. 25-26.

¹⁰ The 12 States with highest average primary benefits were, in descending order: New Jersey, Nevada, New York, Minnesota, Illinois, Connecticut,

had high or low average primary benefits usually had high or low assistance averages (table 2). The greater concentration of the primary benefit averages is apparent from the following distribution:

Average	Number of States	
	Old-age assistance	Old-age insurance
Total.....	51	51
\$5.00-9.99.....	7	0
10.00-14.99.....	9	8
15.00-19.99.....	11	8
20.00-24.99.....	16	43
25.00-29.99.....	6	0
30.00-34.99.....	1	0
35.00-39.99.....	1	0

Despite the tendency for both averages to be high or low in a given State, large differences between them appeared in some States—a situation to be expected when one set of averages is held within a relatively narrow range (\$18.58 to \$24.57) while the other is scattered (\$7.87 to \$37.87). The extreme differences between the two averages occurred in California, where the old-age assistance payment was \$14.52 higher than the average primary benefit, and in Kentucky, where the average old-age assistance payment was \$11.56 lower. Of the 11 States in which the average old-age assistance payment was higher, 7 States¹¹ had differences of less than \$5, 3 States (Massachusetts, Arizona, and Colorado) differences of \$5-9, and only 1 (California) a difference of more than \$10. Of the 40 States in which the average old-age assistance payment was lower, the difference was less than \$5 in 23 States,¹² \$5-9 in 11 States,¹³ and \$10 or more in 6 States.¹⁴

Much the same picture develops if the com-

Massachusetts, Alaska, Wisconsin, California, Ohio, District of Columbia. The 12 with highest old-age assistance averages were: California, Colorado, Massachusetts, Alaska, Arizona, Connecticut, Nevada, District of Columbia, New York, Wyoming, Ohio, Washington.

The 12 States with lowest average primary benefits were, in ascending order: Mississippi, Arkansas, North Carolina, South Carolina, Georgia, Alabama, Tennessee, Hawaii, Louisiana, Virginia, Kentucky, New Mexico. The 12 with lowest old-age assistance averages were: Arkansas, South Carolina, Georgia, Mississippi, Kentucky, Alabama, Virginia, Tennessee, North Carolina, Delaware, Florida, Louisiana.

¹¹ New Hampshire, New York, Wyoming, District of Columbia, Nevada, Connecticut, Alaska.

¹² Idaho, Maine, Iowa, Ohio, Washington, Utah, Wisconsin, Oregon, Kansas, Pennsylvania, Illinois, Nebraska, Minnesota, South Dakota, Rhode Island, Oklahoma, New Jersey, New Mexico, Montana, Indiana, Maryland, North Dakota, Vermont.

¹³ Michigan, Hawaii, Texas, Missouri, Louisiana, West Virginia, North Carolina, Florida, Delaware, Tennessee, Mississippi.

¹⁴ Alabama, Virginia, Arkansas, Georgia, South Carolina, Kentucky.

parison is made in terms of the ratio of assistance to insurance payments. In 1940, the average assistance payment in Arkansas was only 42.3 percent of the average primary benefit in that State, slightly lower than the ratio of 43.5 in Kentucky. In California, at the other end of the scale, the average assistance payment was 162 percent of the average primary benefit. The next highest ratio was 138 in Colorado. Of the 23 States in which the average old-age assistance payment was lower than the average benefit by less than \$5, 21 had ratios of assistance to insurance payments between 80 and 100 percent and 2 States between 70 and 80 percent. The percentage was below 75 in the other 17 States with average old-age assistance payments lower than the average primary benefit.

The wide range in old-age assistance averages in the States is comparable to that for per capita income, relative variation in the two sets of averages being about the same. The relative variation in the insurance averages is, however, much smaller than in the other two series, because of the characteristics of the benefit formula.

The minimum provision in the benefit formula made most of the State averages higher than they would otherwise have been, and its effect was naturally greatest in the States in which the largest proportions of benefits were raised to the minimum. In 12 States,¹⁵ all with low per capita incomes, 15 percent or more of the primary benefits were in the \$10 interval; Mississippi, with 24 percent, had the largest proportion. Nevada had the smallest percentage (4 percent) of benefits in that interval, but in 23 other States¹⁶ the proportions were less than 10 percent.¹⁷

Differences in assistance and insurance payments are also shown by the varying proportions of individual payments under \$20 in the States. In general, States with low averages had the largest percentage of these payments, and since the lowest averages appeared in the assistance payments the largest proportions of small payments were there; conversely, the smallest proportions of payments under \$20 were linked with

¹⁵ Mississippi, Arkansas, North Dakota, Georgia, North Carolina, Tennessee, South Carolina, Florida, Texas, Alabama, Louisiana, Virginia.

¹⁶ Connecticut, Illinois, Massachusetts, New Jersey, Michigan, Ohio, Pennsylvania, Washington, California, Rhode Island, New York, Minnesota, West Virginia, Wisconsin, Colorado, Wyoming, Oregon, New Hampshire, Idaho, Utah, Indiana, Montana, Hawaii.

¹⁷ These data refer only to primary benefits awarded alone (without wife's or child's benefits) in 1940.

the highest assistance averages.¹⁸ The following tabulation shows a concentration in percentages for primary benefits and a dispersion in those for old-age assistance payments:

Percent of payments under \$20	Number of States	
	Old-age assistance	Old-age insurance
Total.....	51	1 80
Less than 10.0.....	4	0
10.0-19.9.....	5	1
20.0-29.9.....	4	17
30.0-39.9.....	8	13
40.0-49.9.....	3	13
50.0-59.9.....	4	6
60.0-69.9.....	5	0
70.0-79.9.....	2	0
80.0-89.9.....	4	0
90.0-99.9.....	11	0
100.0.....	1	0

¹ Excludes Alaska.

Changes, 1940-42.—Between December 1940 and December 1942, the average old-age assistance payment for the country as a whole increased from \$20.24 to \$23.43, or 15.8 percent. Little change, on the other hand, occurred in the average primary benefit. Benefits in current-payment status at the end of 1942 averaged \$23.02, a gain of 1.4 percent over the 1940 average award of \$22.71.

The average assistance payment rose in all States except California, where it decreased slightly. The increases ranged from 1.3 percent in South Dakota to 86.9 percent in Arkansas; 23 States showed gains greater than that in the national average (15.8 percent). The average primary benefit increased in 38 States and declined in 13, but the changes were slight; 44 States moved less than 3 percent from their 1940 averages.

The net effect of these unequal movements was to raise from 11 to 24 the number of States in which the average old-age assistance payment was larger than the average primary benefit. Colorado, with an assistance average \$18.32 above that for primary benefits, replaced California as the State with the greatest difference between the two averages, while Kentucky continued to have the assistance average furthest below the average primary benefit. The following comparison of the number of States in each difference interval

shows the extent of the increase in the assistance averages:

Difference between averages in State	Number of States	
	1940	1942
Total.....	51	51
Assistance average higher by:		
\$10.00 or more.....	1	8
5.00-9.99.....	3	6
0.01-4.99.....	7	14
Assistance average lower by:		
\$0.01-4.99.....	23	16
5.00-9.99.....	11	10
10.00 or more.....	6	1

In 1942, the average assistance payment was less than 80 percent of the average primary benefit in only 13 States, compared with 19 in 1940; the percentage was more than 120 in 10 States as against 5 States in 1940. In Colorado, the average assistance payment was 81 percent higher than the insurance payment, and in Georgia, at the other extreme, it was 52 percent lower.

The rise in old-age assistance payments, it should be remembered, was largely induced by higher living costs and the increased availability of funds for these expenditures. In a period of declining prices, particularly if State budgets are curtailed at the same time, assistance payments may be reduced. Primary benefits, on the other hand, are fixed at the time of the award and are not thereafter affected by economic changes though, of course, new benefits awarded reflect the wages on which they are based. Since, however, retirement benefits are commonly based on wages received over a considerable prior period, changes in benefit amounts will lag behind changes in prevailing wage levels.

The coverage provisions of the Social Security Act exclude agricultural and certain other earnings from the wages counted toward old-age insurance. As has been indicated previously, exclusion of agricultural earnings lowers the primary benefits for many workers in rural areas who work part of the time in agriculture and part in covered employment while it prevents many others from qualifying for benefits at all. Since there is no similar demarcation between urban and rural areas under the assistance program, an analysis confining the assistance average to those counties of the State with higher penetration by old-age insurance provides a better basis for comparison in the sense that the assistance payments

¹⁸ See Public Assistance Research Memorandums Nos. 2, 4, and 5 for distribution of amounts of assistance payments in November 1940, May 1941, and November 1941.

meet living costs and standards similar to those for which the insurance benefit is expended. To make such a comparison, counties in which 50 percent or more of all employment in 1940 was covered by old-age and survivors insurance were selected.

In December 1942, average old-age assistance payments in the selected counties were higher than the State-wide assistance averages in all but 2 States (Colorado and Kansas), and 12 States, most of them in the southeast section of the country, showed increases of not more than 10 percent.¹⁹ The range in the averages for the selected counties was about the same as that for the State-wide averages; a difference of \$30.79 separated the average of \$10.04 in Mississippi from that of \$40.83 in Colorado.

Since averages for the selected counties were generally higher than those for the entire State, the State figure based on such counties exceeded the average primary benefit in a larger number of States than the complete assistance average had. In 29 States it was higher and in 20 lower. Colorado and Kentucky were again at the extremes, Colorado's assistance average being \$18.09 above that for primary benefits and Kentucky's, \$9.31 lower.

Payments for Children

The average payment per family in which assistance was given to a needy child or children who had been deprived of parental support or care was \$32.52 in November 1940; survivor insurance benefits awarded in 1940 to families consisting of a widow and one or more children averaged \$41.39.²⁰ Under the assistance program there was an average of 2.4 eligible children per family; under the insurance program the average was only 1.7.

Distribution of payments, 1940.—Benefits under the insurance program ranged from \$12.50, the minimum for a widow and one child, to \$83.20, the maximum family benefit in 1940. Some assistance payments in November 1940 were higher than the maximum insurance benefit while many were lower than the minimum; 8.7 percent were below \$12, and 1.4 percent over \$83—0.4 percent

in amounts of \$100 or more. Despite the occasional high assistance payments to individual families, it is obvious from the distribution of payments that most of them were small (table 3). About 50 percent were less than \$30 and 70 percent less than \$40, compared with 22 and 50 percent, respectively, for survivor benefits.

In both programs payments generally increase with the number of children. Under the insurance program, however, the legal maximum of twice the primary benefit for total benefits based on an individual wage record prevents any increase for the fourth child, if the widow also claims a benefit, because the total for a widow's current benefit and benefits for three children (making $2\frac{1}{4}$ times the primary benefit) represent an amount which must be reduced to conform to the maximum allowable. Since payments for aid to dependent children are based on need, additional amounts would presumably be added if the needs of an additional child were considered. A few States place a maximum on the total assistance grant to the family. The maximum for Federal participation tends to limit payments to some extent, although 35 percent of the payments for aid to dependent children exceeded that maximum in November 1940—that is, included additional unmatched amounts from State or local sources alone. Under the matching provision, the Federal grants to the States represent half of all payments not counting any amount in excess of \$18 a month for the first child and \$12 a month for each additional child aided in the same home; the number of additional children for whom payments may be matched is unlimited.

Table 3.—Percentage distribution of families receiving aid to dependent children, November 1940,¹ and of insured deceased workers on the basis of whose wages monthly benefits were awarded in 1940 to a widow and one or more children, by amount of payment

Amount of payment	Survivors insurance	Aid to dependent children
Total.....	100.0	100.0
Less than \$10.00.....		4.7
10.00-19.99.....	5.2	25.6
20.00-29.99.....	17.0	20.0
30.00-39.99.....	27.9	19.7
40.00-49.99.....	23.6	13.0
50.00-59.99.....	16.7	7.8
60.00-69.99.....	5.0	5.0
70.00-79.99.....	3.6	2.2
80.00-89.99.....	1.0	1.2
90.00 or more.....		.8

¹ In States with approved plans.

¹⁹ Averages were not computed for Alaska and Hawaii.

²⁰ The average payment for aid to dependent children relates to 43 States (including District of Columbia and Hawaii) with approved plans in November 1940. The average survivors insurance payment is for all 51 States (including District of Columbia, Alaska, and Hawaii); it would be only 3 cents higher if limited to the 43 States represented in the assistance average.

Comparisons, 1940, by size of family.—Families aided under the assistance program were on the average not only larger than insurance families but also larger than all families in the country with children (table 4). The fact that large families are more likely to be in need and to get on the assistance rolls is doubtless a factor. On the other hand, the broken family with the mother at the head usually has fewer children than the normal family with both father and mother.²¹

Table 4.—Percentage distribution of families receiving aid to dependent children, November 1940, of families awarded both widow's current and child's benefits in 1940, and of all families with children, 1940, by number of children

Number of children	Aid to dependent children ¹	Survivors insurance ²	All families with children ³
Total.....	100.0	100.0	100.0
One.....	33.7	50.3	41.7
Two.....	28.4	30.1	28.3
Three or more.....	37.9	19.6	30.0

¹ Social Security Yearbook, 1940, p. 296.

² Social Security Yearbook, 1940, p. 159.

³ Bureau of the Census, *Sixteenth Census of the United States: 1940*, Series PH-4, No. 1.

The low average number of children in the insurance families and particularly the large proportion of families with only one child results from the fact that 52 percent of the men on whose wages these benefits were based were 45 years of age or over when they died; probably more children in their families had reached 18 and were no longer eligible for payments than was the case in the assistance families. The concentration of commercial and industrial workers in urban communities, where families are relatively small, and the effect of the maximum insurance benefit, which does not encourage the filing of claims for more than three children, also help to explain the low average number of children per family.

In aid to dependent children for November 1940, the average payment for the one-child family was \$22.48, for the two-child family, \$31.42, and for the three-child family, \$37.60. Average awards in 1940 for widow's current and child's benefits were higher; for the one-child family the mean was \$33.98, for the two-child family, \$47.12, and for the three-child family, \$52.42.

²¹ Bureau of the Census, *Sixteenth Census of the United States: 1940*, Series PH-4, No. 1.

Under the survivors insurance formula, 40 percent of the amount awarded to a widow and one child is added for the second entitled child; because total benefits are limited to twice the primary benefit, however, the original amount can be increased further by only 20 percent if there is a third entitled child. The 39-percent increase for the two-child family over the actual one-child average in 1940 and the further increase of 16 percent for the three-child family reflect these provisions in the law; evidently the average worker with the larger family had lower average monthly wages which prevented the full increments of 40 and 20 percent.

In aid to dependent children, the Federal matching of payments of \$18 for the first child and \$12 for each additional child provides an increment of 66.7 percent for each additional child. Averages in November 1940 for both the one and two-child families (\$22.48 and \$31.42) exceeded the Federal-matching maximums of \$18 and \$30, but the increment for the two-child family was not 66.7 percent but 39.8 percent—about the same as the increase under the insurance formula. The average of \$37.60 for the three-child family fell below the Federal-matching maximum of \$42 and represented an additional increase of only 27.5 percent. As the family increases in size, the average payment tends to be farther below the matching maximum. Apparently consideration of the needs of the responsible relative (usually the mother) often resulted in larger allowances for this purpose than that reflected by the provisions for Federal matching in the case of the first child; consequently, averages for the one-child and the two-child family exceeded the matching maximum. On the other hand, allowances made for the needs of additional children were often less than the maximum provided in the Federal act.

Changes, 1940-42.—Like assistance payments for the aged, those for dependent children rose with the increased need resulting from higher prices. For the 43 States with approved plans in 1940, the average rose from \$32.52 in November 1940 to \$37.27 in December 1942—a gain of 14.6 percent.

Although data on amounts of family insurance benefits in December 1942 are not available, it is clear that insurance payments did not have an increase comparable to that in assistance payments. Average widow's current benefits in force

on December 31, 1942, were 0.2 percent smaller than the average benefits awarded in 1940. An average of at least \$40 per family for December 1942 is estimated on the basis of this change in average widow's current benefits and of the maximum possible reduction in size of family indicated

by the data on awards and terminations.²²

²² This computation assumed, however, that the average child's benefit was the same fraction of average widow's current benefits in 1942 as in 1940. Because of the uneven distribution of children in families and also because of the application of the maximum, the average child's benefit in families in which both widow's current and child's benefits were awarded in 1940 was not 66.7 percent of the average widow's current benefit but 64.9 percent. A change in this percentage may have occurred in the 2 years.

Table 5.—Average payments for aid to dependent children, November 1940 and December 1942;¹ average monthly amount per family to which both widow's current and child's benefits were awarded in 1940; and per capita income 1940 and 1942, by State

State	Average assistance payment, 1942 ¹		1940					Per capita income	
	All counties	Selected counties ²	Average assistance payment ¹	Average insurance benefit	Average assistance payment—		Average assistance payment as percent of average insurance benefit	1942	1940
					Greater by—	Smaller by—			
United States	\$36.39	(³)	\$32.52	\$41.39		\$8.87	78.6	\$482	\$579
Alabama	16.53	\$18.94	13.72	36.58		22.86	37.5	490	266
Alaska		(³)		(³)				(³)	(³)
Arizona	34.91	35.06	32.38	39.54		7.16	81.9	632	473
Arkansas	22.23	23.81	13.91	33.71		19.80	41.3	514	257
California	57.48	58.56	46.56	42.86	\$3.70		108.6	1,167	808
Colorado	31.68	32.86	30.25	40.46		10.21	74.8	785	530
Connecticut	61.03	61.03		42.71				1,296	839
Delaware	35.81	40.05	33.59	\$45.45		11.86	73.9	1,186	923
District of Columbia	39.11	39.11	37.90	41.78		3.88	90.7	1,164	1,057
Florida	24.28	24.47	21.61	35.41		13.80	61.0	655	472
Georgia	23.08	28.84	21.30	33.82		12.52	63.0	498	317
Hawaii	44.07	(³)	37.21	44.22		7.01	84.1	(³)	(³)
Idaho	34.86	33.01	29.49	42.71		13.22	69.0	758	442
Illinois	32.50	32.55		44.05				979	727
Indiana	32.01	33.44	28.38	41.65		13.27	68.1	827	537
Iowa				40.81				823	488
Kansas	37.85	37.54	29.67	38.50		8.83	77.1	814	421
Kentucky	(³)	(³)		37.50				477	313
Louisiana	28.26	34.89	25.12	36.92		11.80	68.0	534	265
Maine	43.76	44.08	39.04	37.91	1.13		108.0	780	503
Maryland	34.31	35.85	31.49	41.12		9.63	76.6	1,077	707
Massachusetts	44.08	64.09	58.50	43.23	15.27		135.3	1,024	769
Michigan	47.55	49.54	40.62	44.01		3.39	92.3	960	652
Minnesota	35.55	37.34	34.48	44.18		9.70	78.0	761	514
Mississippi	20.17	22.42		32.25				407	205
Missouri	30.73	31.24	24.15	40.82		16.67	59.2	762	508
Montana	31.79	33.39	28.45	40.49		12.04	70.3	860	584
Nebraska	31.63	31.38	31.39	43.90		12.51	71.5	774	431
Nevada				(³)				1,352	843
New Hampshire	50.03	50.03	44.80	38.15	6.65		117.4	719	560
New Jersey	32.11	32.11	31.19	44.12		12.93	70.7	1,394	894
New Mexico	36.59	39.72	25.94	39.26		13.32	66.1	558	359
New York	53.42	53.41	46.52	43.87	2.65		106.0	1,106	848
North Carolina	17.81	20.71	16.66	33.53		16.87	49.7	523	320
North Dakota	33.65	35.29	31.07	\$34.28		3.21	90.6	721	368
Ohio	40.27	43.05	39.75	42.90		3.15	92.7	957	647
Oklahoma	22.60	23.17	14.63	40.68		26.05	36.0	598	360
Oregon	50.09	52.05	39.95	39.93	.02		100.1	1,046	579
Pennsylvania	48.21	48.34	36.05	42.25		6.20	85.3	894	635
Rhode Island	55.57	55.57	45.84	42.12	3.72		108.8	1,016	715
South Carolina	16.12	17.87	16.33	32.19		15.86	50.7	459	289
South Dakota	29.01	29.55	17.13	\$39.64		22.51	43.2	725	378
Tennessee	19.61	21.58	18.48	36.00		17.52	51.3	492	319
Texas	21.33	21.51		38.50				677	419
Utah	47.40	52.57	37.23	42.81		5.58	87.0	850	489
Vermont	32.86	33.10	32.74	39.39		6.65	83.1	608	513
Virginia	20.99	24.34	20.42	37.17		16.75	54.9	697	447
Washington	49.32	49.15	31.83	40.27		8.44	79.0	1,166	644
West Virginia	30.54	31.98	23.59	42.16		18.57	56.0	598	409
Wisconsin	41.95	47.71	37.67	42.47		4.80	88.7	786	519
Wyoming	34.67	34.16	32.38	44.69		12.31	72.5	883	599

¹ In States with approved plans.

² Counties in which at least 50 percent of employment in March 1940 was covered by old-age and survivors insurance.

³ Data not available.

⁴ Continental United States only. See *Survey of Current Business*, June 1943, p. 11.

⁵ Less than 25 families.

⁶ Between 25 and 50 families.

⁷ Plan approved by the Social Security Board, Dec. 29, 1942, but no payments were made under approved plan.

State Averages for Children

For the 43 States administering aid to dependent children under approved plans, the average payment per family in November 1940 was \$32.52, while the average insurance benefit for families to which both widow's current and child's benefits were awarded in 1940 was \$41.42.

As in the programs for the aged, departures of the States from the average for the country as a whole were greater under the assistance program than under the insurance program. The averages for aid to dependent children ranged from \$13.72 in Alabama to \$58.50 in Massachusetts—a difference of \$44.78—while the range in average survivor benefits was from \$32.19 in South Carolina to \$45.45 in Delaware—a difference of \$13.26 (table 5). The greater concentration in the insurance averages is evident from the following tabulation:

Average	Number of States	
	Aid to dependent children	Survivors insurance
Total.....	43	43
\$10.00-19.99.....	7	0
20.00-29.99.....	11	0
30.00-39.99.....	19	18
40.00-49.99.....	5	25
50.00-59.99.....	1	0

Large differences between the two averages occurred in some States. In Massachusetts, the assistance average was \$15.27 higher than the insurance average, and in Oklahoma it was \$26.05 lower. The assistance average exceeded that for

survivors insurance in only 7 States, and most of the differences were comparatively small.²³ In 36 States, however, the insurance average was larger, and in 22 of them the difference was \$10 or more.²⁴

In Massachusetts, the assistance average was 135 percent of the insurance average, and in Oklahoma it was 36 percent. In 22 States the percentages were between 60 and 90. The ratios for children were generally lower than the corresponding ratios for the aged.

State averages under the children's programs, like those for the aged, were directly associated with the per capita income of the State, although averages were higher or lower in some States than would be expected from the per capita income, reflecting unusually high or low standards of assistance. The relationship between the insurance and assistance averages was slightly less pronounced than under programs for the aged (table 6).²⁵

Changes, 1940-42.—Average assistance payments, which increased from \$32.52 in November 1940 to \$37.27 in December 1942 (14.8 percent) in

²³ Massachusetts, \$15.27; New Hampshire, \$6.65; Rhode Island, \$3.72; California, \$3.70; New York, \$2.65; Maine, \$1.13; and Oregon, \$0.02.

²⁴ In 1 State the difference was between \$25 and \$30; in 2, between \$20 and \$25; in 7, between \$15 and \$20; in 12, between \$10 and \$15; in 9, between \$5 and \$10; and in 5, less than \$5.

²⁵ Among the 43 States with approved plans for aid to dependent children in November 1940, the 12 States with highest averages under survivors insurance were, in descending order: Delaware, Wyoming, Hawaii, Minnesota, New Jersey, Michigan, Nebraska, New York, Massachusetts, Ohio, California, Utah. The 12 with highest averages for aid to dependent children were: Massachusetts, California, New York, Rhode Island, New Hampshire, Michigan, Oregon, Ohio, Maine, District of Columbia, Wisconsin, Utah.

The 12 States with lowest survivors insurance averages were, in ascending order: South Carolina, North Carolina, Arkansas, Georgia, North Dakota, Florida, Tennessee, Alabama, Louisiana, Virginia, Maine, New Hampshire. The 12 with lowest payments for aid to dependent children were: Alabama, Arkansas, Oklahoma, South Carolina, North Carolina, South Dakota, Tennessee, Virginia, Georgia, Florida, West Virginia, Missouri.

Table 6.—Distribution of 43 States by average payment for aid to dependent children, December 1940,¹ and by average monthly amount per family to which both widow's current and child's benefits were awarded in 1940

Average insurance benefit	Total	Average assistance payment									
		\$10.00-14.99	\$15.00-19.99	\$20.00-24.99	\$25.00-29.99	\$30.00-34.99	\$35.00-39.99	\$40.00-44.99	\$45.00-49.99	\$50.00-54.99	\$55.00-59.99
Total.....	43	3	4	5	6	11	8	2	3	1	0
\$32.00-32.99.....	1	0	1	0	0	0	0	0	0	0	0
33.00-33.99.....	3	1	1	1	0	0	0	0	0	0	0
34.00-34.99.....	1	0	0	0	0	1	0	0	0	0	0
35.00-35.99.....	1	0	0	1	0	0	0	0	0	0	0
36.00-36.99.....	3	1	1	0	1	0	0	0	0	0	0
37.00-37.99.....	2	0	0	1	0	0	1	0	0	0	0
38.00-38.99.....	2	0	0	0	1	0	0	1	0	0	0
39.00-39.99.....	5	0	1	0	1	2	1	0	0	0	0
40.00-40.99.....	5	1	0	1	1	2	0	0	0	0	0
41.00-41.99.....	3	0	0	0	1	1	1	0	0	0	0
42.00-42.99.....	8	0	0	1	1	0	4	0	2	0	0
43.00-43.99.....	3	0	0	0	0	1	0	0	1	1	0
44.00-44.99.....	5	0	0	0	0	3	1	1	0	0	0
45.00-45.99.....	1	0	0	0	0	1	0	0	0	0	0

¹ In States with approved plans.

the 43 States with approved plans in November 1940, rose unevenly in 42 States and declined slightly in 1 (South Carolina). In South Dakota, where the program was getting under way in 1940, the increase was largest (69.4 percent), but 3 other States (Arkansas, Washington, and Oklahoma) had increases of more than 50 percent. In 17 States, percentage increases were higher than that for the group of States. The following tabulation of average payments in November 1940 and December 1942 shows the result of these changes:

Average payment	Number of States	
	November 1940	December 1942
Total.....	43	43
\$10.00-19.99.....	7	4
20.00-29.99.....	11	7
30.00-39.99.....	19	18
40.00-49.99.....	5	8
50.00-59.99.....	1	5
60.00-69.99.....	0	1

Averages per family are not available for insurance benefits in December 1942, but there is reason to believe that the averages remained relatively

stable over the 2-year period. For the country as a whole, the maximum possible reduction in the size of the insurance family was not great, and the changes in average widow's current benefits from the awards of 1940 to the benefits in current-payment status on December 31, 1942, were relatively small. If the State averages per family are based only on the change in average widow's current benefits, 32 were higher and 11 lower than the assistance averages on December 1942, compared with 36 higher and 7 lower 2 years earlier.

Payments for aid to dependent children appear to better advantage when the averages are based only on counties in which 50 percent or more of the employment was covered by old-age and survivors insurance.²⁶ In 13 States these averages were above those estimated for survivors insurance and in 30 they were below. Of the 4 States which had approved plans in 1942 but not in 1940, 1 had a higher assistance average, while the other 3 had higher insurance averages.

²⁶ The average for the selected counties was 10-25 percent higher than the State-wide average in 10 States, 5-9 percent higher in 6 States, and less than 5 percent higher in 19, in 5 States there was no change, and in 6 there were decreases.

A Career in Public Service*

THE STATE public assistance agencies are responsible for providing, within the framework of the respective State statutes and agency policy and procedure, cash assistance and other appropriate services for the special types of public assistance. The agencies frequently administer additional programs, such as general assistance, and, at times, such temporary programs as civilian war assistance, in which capacity they act in behalf of the Federal Bureau of Public Assistance and the Social Security Board.

Since these programs are State programs, operating through Federal grants-in-aid, their operation varies from State to State. In some instances the public assistance agency is part of a public welfare department which includes other programs, such as probation and parole, care for the mentally ill, and general assistance financed without the aid of Federal funds. In

*Bureau of Public Assistance, Technical Training Service. This article is based on a statement prepared for the Wartime Committee on Personnel, American Association of Social Workers.

other instances the public assistance program is administered in a separate agency. Some of the programs are State administered; others provide for administration by the local agency, supervised by the State agency. The Federal act gives the State agencies wide latitude in establishing and operating the assistance programs, but it requires certain basic conditions, such as State-wide operation of the plan through a single State agency, financial participation by the State, and opportunity for a fair hearing for applicants denied assistance. Methods of administration must provide proper and efficient operation of the plan, including methods for establishing and maintaining personnel standards on a merit basis, and for adequate reporting.

What Kind of Persons Are Needed as Workers

Persons employed to fill social service positions in the State public assistance agencies are called upon to do work which presents great variety and which calls for exercise of considerable judgment.

Skills are needed in relating oneself to applicants, recipients, and the general public, so that they may understand what the public assistance agency is able to do. The work calls for the personal characteristics needed by those who work with people in any profession: sympathetic understanding, sensitivity, resourcefulness, and intellectual integrity.

From the job of visitor—the beginning class in the visitor-case work series of positions—the worker who improves in competence can, through professional education and through development of skills on the job, progress to positions carrying heavier responsibilities and larger salaries in the agency. The possibilities of a career service in public assistance, therefore, include positions in all areas of the service—local, State, and Federal. While some if not all of these positions call for certain identical special skills, additional skills are needed in specific positions. To illustrate, a case supervisor needs the knowledge and skills demanded of a visitor in establishing and maintaining human relationships, in using and helping develop community resources, in obtaining, assembling, and evaluating evidence and drawing valid conclusions therefrom. But the case supervisor needs additional knowledge and skills. She must be able to help a visitor discover the basic strengths and weaknesses in her work and learn how to apply to specific case situations principles acquired through reading and discussion. She needs skill in developing and maintaining a relationship with the visitor so that the visitor will be stimulated to develop on the job, to seek and use supervision effectively, but not to become dependent upon it.

Initial responsibility for determining eligibility of applicants for public assistance, and for making and carrying out the assistance plan is placed in the visitor-case work positions. The beginning class of visitor contains the largest number of positions of the social work classes.

Minimum Qualifications

The minimum qualifications for classes of positions normally specify an educational requirement and an experience requirement. A shorter period of experience is usually required of a person with the amount of education the agency prefers than of one with less educational background. For example, a recent study showed that, for the

visitor class, a majority of the States required a minimum of 2 years of college education coupled with 2 years of experience in social work or related fields. In 40 States, experience was not required for persons who were college graduates.

While these requirements may frequently be satisfied by a variety of types of education and experience, in many instances preference is given to persons with education in a graduate school of social work. Individuals who meet the minimum qualifications can be admitted to examinations or receive provisional appointments pending examination. For permanent appointment, an applicant must demonstrate in a written and/or oral test that he possesses the knowledge and abilities required for satisfactory performance of the work and, after appointment, must demonstrate during a probationary period his actual competence on the job.

As might be expected, the qualifications established for similar positions vary among State agencies. The following typical class specification shows the duties and responsibilities as well as the minimum qualifications for a visitor.

Definition

Under immediate supervision, in accordance with well-defined rules and regulations, to determine eligibility and extent of need of persons who apply for public assistance; to make recommendations for such aid within defined limits subject to review and approval; to perform related work as assigned.

Examples of Work Performed

To take applications and interview applicants for public assistance;

To make visits, interviewing applicants and recipients, for the purpose of giving and obtaining information as to requirements of eligibility for public assistance and related services;

To communicate with relatives, employers, representatives of other social agencies and of the community in order to obtain information necessary in establishing eligibility for need and in developing assistance plans;

To obtain documentary evidence of birth, marriage, divorce, death, and property resources;

Through the use of available resources, to plan with applicants and recipients ways of meeting health, educational, and recreational needs and problems of family interrelationships;

To obtain budget information and prepare family budget estimates;

To determine extent of need and to make recommendations regarding initial assistance payments, subsequent changes and cancellation of assistance grants;

To prepare certificates of eligibility and to maintain

current information in case records and other designated records, write letters and make reports;

To interpret to individuals in the community the provisions of the public assistance program;

To consult with supervisors in working out plans for recipients of assistance and to attend staff conferences;

To make follow-up visits to the homes of public assistance recipients;

To recommend certification of eligibility of applicants and recipients.

Minimum Qualification

1. (a) Education equivalent to graduation from a standard 4-year high school and successful completion of 2 years of college education in an accredited college or university, and at least 2 years within the last 15 years of successful full-time paid employment; or

(b) An equivalent combination of education and experience, substituting successfully completed college education in an accredited college or university for the required employment, year for year.

2. Some knowledge of the State social security laws and the Federal Social Security Act as it relates to old-age assistance, aid to the needy blind, aid to dependent children, and maternal and child welfare; some knowledge of individual and group behavior; some knowledge of individual and community health problems; and knowledge of current social and economic problems; as evidenced by a passing grade in a practical written test in these subjects.

3. Ability to work with people, to make clear and pertinent comments and statements, to exercise good judgment in evaluating situations and in making decisions, as evidenced by an investigation and a passing grade in an oral interview.

Positions involving a greater degree of responsibility appropriately require more education and experience. Hence, one interested in a career in the service would do well to acquire professional education, as soon as possible after graduation from college. An integrated or group major in the political and social sciences in the undergraduate course is considered valuable.

Some States impose no residence requirements upon prospective workers. Still others will waive residence requirements if they cannot find qualified personnel within the State. Some require residence for certain positions only, while other agencies require residence for all positions.

Salaries of Public Assistance Workers

Salaries in public assistance agencies vary considerably, depending on the size and population of the local area, the scope of the program, and the number of persons applying for assistance. Annual entrance salaries for the beginning visitors'

positions range from \$900 to \$2,200. For other positions with primary responsibility for carrying case loads, the salaries range from \$1,200 to \$2,600. Salaries for supervisory positions in local offices run from \$1,440 to \$3,240. The range of the entrance salaries for county administrators is from \$1,100 to \$6,000. Supervisory and administrative salaries in State offices range from \$1,500 to \$10,000.

Opportunities for Training for Employed Workers

All the agencies administering public assistance appreciate to varying degrees the need for establishing and maintaining opportunities for workers to improve their competence on the job. Most agencies provide a period of orientation for newly inducted workers, to acquaint them with the principles and objectives of the agency and with the use of agency and community resources. Agencies are also interested in utilizing regular supervision to help workers improve their performance. Most agencies also use other training resources, such as institutes, lectures, planned attendance at conferences of social work, committee work study groups, and directed reading. In addition, some public assistance agencies have developed plans for educational leave through which carefully selected workers who are college graduates are sent to schools of social work for full-time study, with a plan for placement of those workers on their return from school so that the agency profits from the workers' period of education.

Employment practices in the public assistance agencies regarding vacations, sick leave, and retirement benefits differ throughout the country. Usually they correspond to practices in effect in other departments of State government. The fact that agencies are recognizing the need for training opportunities and are concerned with the health and welfare of their workers makes employment in such agencies increasingly attractive.

Many satisfactions come to public assistance workers which cannot be measured in terms of material advantage and are more difficult to describe. One writer has expressed it in this way:

The public assistance worker who sees his task as more than a routine job and who wishes to make the most of it will find, then, ample opportunity for growth. As he considers the needs of the people he serves and their right to his understanding and intelligent helpfulness, he will be dissatisfied with anything

less than a full development of his talents and skills in their behalf. And by working toward such a goal he will find widening horizons and a growing satisfaction in his job.¹

Before the Social Security Act was passed, aid for the aged, the blind, or children who are left without support or the necessary care was provided by the State or the local community. A partnership of Federal, State, and local governments, working toward a national welfare program, was unknown. Marked progress has been made in

¹ Kurtz, Russell H., Editor, *The Public Assistance Worker*, New York, Russell Sage Foundation, 1938, pp. 214-215.

improving service for the needy aged, the needy blind, and dependent children. The post-war period probably will bring expansion of present welfare services to meet new needs arising from the aftermath of the war and to secure the place of the four freedoms in our democracy. The past accomplishments in the field of public assistance furnish a growing body of knowledge and point the way to a future public service attractive to able workers who bring with them the basic knowledge and skills and attitudes and a capacity and interest in developing on the job.

Recruitment for Public Assistance Agencies

MARTHA STRONG SMITH*

UNDERSTANDING OF THE present personnel situation in State and local public assistance agencies requires clear recognition of the nature and extent of the recruitment problem now facing the agencies, of the efforts being made to strengthen the total personnel of the agencies, and of the methods of personnel selection under a merit system.¹

No amount of care in determining how a government shall be organized for the performance of its work, the manner in which the funds necessary for its support shall be raised and expended, and the particular practices and procedures that shall be employed in carrying on its activities, will give even a measurable approach to efficiency in the actual administration of public affairs unless a technically competent and loyal personnel can be secured and retained in the service and a system devised whereby this personnel may be effectively directed and controlled.²

Inherent in this statement, of course, is the recognition that the system referred to will enable each individual to develop and increase his competence as well as fulfill his obligations to the service.

Among the basic principles underlying sound merit-system administration are the following concepts: that all persons who can qualify for any class of position shall have an opportunity to

compete, so that the best qualified may be appointed; that after an established trial period in the positions, those whose performance has been satisfactory shall have reasonable assurance of being retained, with opportunities for individual development and for promotion on the basis of quality of performance; and that the compensation plan shall be based on the general principle of equal pay for equal work, with an equitable entrance salary, an equitable maximum, and appropriate intervening steps to compensate for increased value resulting from long service and superior performance.³ Equality of treatment for all who believe they can qualify, through the impartial application of standards designed to fulfill these objectives, is the essence of a modern merit-system program.⁴

Selection of Personnel

The merit-system amendments to the Social Security Act, which became effective January 1, 1940, are applicable to the personnel of the State public assistance agencies administering old-age assistance, aid to dependent children, and aid to the blind, as well as to certain other programs covered by the act. The Social Security Board has the responsibility of finding that State public assistance plans and unemployment compensation laws approved by it provide for necessary methods

* Office of the Executive Director, State Technical Advisory Service. This article is based on material prepared for the Wartime Committee on Personnel, American Association of Social Workers.

¹ For references on various aspects of the subject, see *A Selected Bibliography of Merit System Administration*, Social Security Board, July 1940.

² Willoughby, W. F., in the preface to *The Federal Service: A Study of the System of Personnel Administration in the United States*, by Lewis Mayers, 1922, p. vii.

³ Aronson, Albert H., "The Merit System," *Public Health Nursing*, March 1940, pp. 144-148.

⁴ Mosher, William E., and Kingsley, J. Donald, *Public Personnel Administration*, 1941, ch. 7.

of administration, including methods relating to the establishment and maintenance of personnel standards on a merit basis. As stated in its *Standards for a Merit System of Personnel Administration in State Employment Security and State Public Assistance Agencies*, the Board is interested in the development of effective merit systems, but it exercises no authority over the selection, tenure of office, or compensation of an individual employed in conformity with the provisions of such systems. These standards, issued by the Board on November 1, 1939, cover the generally recognized minimum essentials for sound administration of merit systems.

Eighteen States have State-wide civil-service systems which are applicable to the public assistance agencies. In 8 of these, local public assistance employees are subject to departmental or to county-wide merit systems. Limited civil-service systems applicable to the programs under the Social Security Act and to one or more other State agencies have been established by statute in 3 States. In 30 States, merit-system agencies have been established to serve agencies under the Social Security Act, including the public assistance agencies; 27 of these serve one or more additional agencies administering programs under the Social Security Act, and 3 cover the public assistance agencies only.

Some steps in the selection of personnel, such as that of attracting qualified individuals, are more or less continuing; others are principally recurrent. In general, the major elements of the selection process include: planning examination programs as needed; preparing and distributing announcements and other publicity materials; reviewing applications to determine whether the applicants' qualifications meet the requirements for admission to examinations; preparing, administering, and scoring written examinations; rating training and experience; administering oral examinations when they are required; establishing the registers; handling appeals; certifying eligible candidates; appointing to a position for a probationary period; and separating or making a permanent appointment at the end of that period.

Since maintenance of a merit system is an integral part of the administration of a public assistance program, allocation of responsibility between the operating agency and the merit-system organization will vary with the different

aspects of the recruitment process. Primary responsibility for the written examinations, for example, is vested in the merit-system organization. Only the operating agency, on the other hand, can decide whether the individual is to be retained at the end of the probationary period. Both agencies share the responsibility for attracting qualified personnel.

Current Personnel Needs

Public assistance agencies in 18 States reported a total of 5,321 executive and social work employees in their State and local offices, as of June 30, 1943.⁵ The separation rates for personnel in these agencies during two 6-month periods, computed as the percent of employees on the last pay roll of each period, were as follows:

Office	All employees	Executive and social work employees	All other employees
January-June 1943			
Total.....	21.5	15.2	29.8
State offices.....	28.1	17.2	32.8
Local offices.....	20.1	15.0	28.5
July-December 1942			
Total.....	29.1	24.3	35.1
State offices.....	27.0	15.3	32.2
Local offices.....	29.6	25.4	36.3

During the first 6 months of 1943, almost one out of every six executive and social work employees was separated from the service. This rate is lower than that for the preceding 6 months, but the decrease occurred only in the local offices; the rate in the State offices actually increased somewhat. During July-December 1942 the separation rate for employees in these classes in the State offices was slightly more than half that for employees in the local offices, but in the following 6 months it exceeded the rate in the local offices. The staffing problem in the public assistance agencies has been accentuated by the high turnover among the other types of employees, including accountants, statisticians, and clerical workers.

⁵ Alabama, Connecticut, Florida, Georgia, Illinois, Iowa, Maine, Massachusetts, Minnesota, Nebraska, Nevada, New Hampshire, North Carolina, North Dakota, South Carolina, Tennessee, Vermont, West Virginia. The classes included under "executive and social work employees" correspond closely to but are not identical with the "social work classes" referred to later (visitor-case work series, local supervisory-administrative and State supervisory-administrative classes).

In fact, during the first 6 months of 1943, these employees were separated at a rate almost twice that for employees in executive and social work positions.

Approximately one out of every nine positions in the executive and social work classes was vacant on June 30, as is indicated by the following figures reported by 24 States.⁶

Office	All positions	Executive and social work positions	All other positions
Total.....	8.3	9.3	7.1
State offices.....	6.5	10.8	4.9
Local offices.....	8.7	9.2	7.9

Despite the severe drain on the staffs of the public assistance agencies as a result of wartime transfers, comparison with the experience of unemployment compensation agencies and the U. S. Employment Service, and of educational institutions, reveals that the public assistance agencies may have, in fact, maintained a relative stability.

Current Emphases in Meeting the Needs

Although opinion differs concerning the theory and methods of selection, there is unanimous agreement on the current necessity of reviewing procedures, in order to simplify and intensify the recruitment of qualified public assistance personnel and speed up the process of selection. Various measures have already been inaugurated by State agencies to accomplish these results.

Residence requirements.—In general, residence requirements are fixed by statute and often affect all departments of the State government. The extent to which these requirements influence the recruitment and thus the quality of social work personnel in the public assistance agencies is difficult to measure. Since recruitment in local agencies is, however, conditioned by the requirements of the particular State and by the variation among the States in such requirements, some clue to the complex situation may be gained from a sample study of published examination announcements for the past 2, or in some instances 3, years. Although examination announcements do not reflect the exercise of administrative discretion, they do furnish approximate information on the current situation.

⁶ Includes the preceding 18 States and, in addition, Georgia, Maryland, New Mexico, Ohio, Oklahoma, Pennsylvania.

During the period covered, eight States have had no residence requirements for any social work class of position. Four additional States which do not require residence have, however, qualified their position by giving preference to State residents. Although the exercise of administrative discretion varies considerably, it is safe to assume that no appreciable numbers of out-of-State residents are employed under this qualification.

Twelve States have relaxed their residence requirements. At the time of the last examination, six had waived their residence requirements for the beginning social work class; in addition, two of these had waived the requirement for both local and State supervisory-administrative classes, one for local but not State staff, and one for State but not local staff in those two groups of classes. One other State, not included in the six, had also waived requirements in connection with the State supervisory-administrative classes. Within the past year or more, five additional States have modified their normal residence requirements for specific classes of positions to conform to the pattern of the preceding seven. Other minor modifications such as a reduction in the length of residence required have been made by certain of these States.

Twenty-six States have made no modifications in their residence requirements during this period. The most frequent requirement—a year—is common to 14 States; 1 State specifies 6 months; 3 States, 2 years; and 5 States, 3 years or more. Three States specify legal residence but no time period.

Despite the fact that, during the past 2 years, 12 States have made some type of modification in residence requirements affecting particular classes of social work positions, the extent to which relaxation of the residence requirements has been effected will appear inadequate to those who consider potential Nation-wide mobility of social work personnel desirable at this time.

Wartime modifications of merit-system rules.—As early as 1942, the Social Security Board reviewed the personnel situation of the State agencies and found a consensus among State officials that the basic merit principles and practices of the standards formulated by the Board would serve wartime needs if there were an intensive effort to make the systems work, and a realistic and positive approach to the problems of compensation,

qualifications, and recruitment. An important factor to be considered is that, while State agencies have responsibilities essential to the war effort, they must build not only for the emergency but also for the post-war period. Recognizing the difficulties which the State agencies face in finding and retaining sufficient qualified personnel at this time, the Board proposed certain modifications of procedures which States may adopt if they wish.⁷

The extent to which States have modified their merit-system practices has varied greatly. In some jurisdictions the oral examination has been eliminated when it has been clear that the entire register of candidates would be used. A considerable number of States have shortened the probationary period. Thirteen States have provided for extension of provisional appointments in the absence of competition, and 12 have provided for tenure limited to the duration of the war. Many States, though reluctant to do so, have also found it necessary to lower minimum education and experience requirements, particularly for the beginning class of visitor. It is difficult to determine how such modifications have affected the caliber of personnel now being attracted to the agencies.

Salary increases.—One of the most effective methods of broadening the area of recruitment is to increase the salaries offered. In establishing their salary scales the public assistance agencies have been and still are handicapped by the ideology surrounding the administration of "relief." Often they have been unable to improve the situation by bringing salaries up to the level of those in other comparable State departments. Continuous efforts on their part have, nevertheless, resulted in major gains during the past 2 years. It seems doubtful that these gains will entirely disappear after the war, despite the fact that in many instances they are due to current inflationary trends and to competition from other positions which at the moment command higher salaries.

During this period, 48 States⁸ have increased the salary scales for one or more of the social work classes. In 13 States the increase has taken the form of a bonus, which is sometimes superimposed on an increased basic salary; in general, the bonus plans are to continue for the duration of the

war and 6 months thereafter. In the remaining States the increases have been effected by adjusting the existing rates of compensation. In many instances, the increases are effective for all positions in the agency.

Information available on salary offered at the time of appointment to a position, which usually corresponds to the minimum for the class of position, indicates that 45 States have granted increases in one or more of the social work classes. The largest number of increases has occurred in the visitor-case work series of classes; 41 States have raised the entrance salary for the beginning class and 19 have made increases at the next level. Basic rates for one or more of the local supervisory-administrative classes have been increased in 36 States, and increases for the same groups of classes in State offices have occurred in 35 States. Thirty-one States, in turn, have increased the entrance salary for one or more classes in both visitor-case work and supervisory-administrative groups, while 14 have limited the increases to classes in the latter group. The percentage increases vary from class to class and range from 3 to 58 percent. In general, the lower the original entrance salary the greater the percentage increase.

These data do not take into account the fact that, in a few States, appointments may be and undoubtedly are made above the minimum of the salary range, or that promotions based on quality and length of service have been accelerated. Undoubtedly also in some instances the revised compensation schedules have not actually been put into operation.

Improved recruitment and selection.—The heart of recruitment is the presentation of the work to be done and its values. Since the salaries of public assistance agencies are in general comparatively low, other satisfactions must be stressed. Major emphasis must be laid on the satisfactions which grow out of successful achievement in a program established on a democratic basis to serve large groups of individuals in need. To these satisfactions may be added those accruing when employees are protected through sound personnel principles applied to the fullest extent possible within an agency. Although much still remains to be done, considerable progress has been made in clarifying and stabilizing the content of the jobs, the levels of achievement to be expected, and the personnel practices used.

⁷ State Letter to All Employment Security and Public Assistance Agencies, Social Security Board, March 13, 1943.

⁸ Alaska, the District of Columbia, and Hawaii are omitted from this summary.

Recruitment efforts have become more positive on the part of both the merit system and the operating agencies. Relatively less reliance has been placed on the distribution of written materials, such as examination announcements, and more on personal contact. Resources have been expanded, with increased use of such organizations as the U. S. Employment Service, educational institutions, and professional associations.

Several States are now receiving applications on a continuous basis for the classes of positions requiring the most applicants, so that examinations may be given as soon as a sufficient number of applications has been received to constitute reasonable competition. Examinations are also being held more frequently for classes of positions in which the need is greatest; there is a point, however, beyond which the frequency of examinations for a single class in a given jurisdiction cannot be increased satisfactorily. To attract more members of graduating classes of colleges and schools of social work, direct recruitment is being emphasized and examinations are frequently scheduled considerably in advance of the end of the school year.

The processes of selection have been expedited also, to an extent which would not have been considered possible in an earlier period. There have been occasional instances in which a register has been established within a week after the examination was held. It is difficult to specify a period that may be considered as the average time required to establish a register. In view of the appreciable gains made by many of the

agencies, however, 3 or 4 weeks may prove to be the usual time required.

Improved personnel practices.—Ability to retain satisfactory personnel is, of course, as essential as the ability to attract qualified staff. All improvements in the quality of administration that stimulate and develop the workers' satisfactions in performance on the job are an important adjunct to recruitment efforts. Among the most important of the personnel practices of any agency are a sound promotion system, a consistent program of staff development which includes competent supervision and opportunities for educational leave, and provision for impartial and intelligent consideration of dissatisfactions. When such programs are combined with salary scales at least equal to those of other comparable departments of the State government, the effect on recruitment is likely to be considerable.

In a tight labor market, vigorous and imaginative interpretation by the agencies is vital if the unfavorable effects of the war emergency upon personnel are to be kept at a minimum. Every device which improves the selection process and the other aspects of personnel administration bears directly upon the caliber of personnel secured. After the war, the anticipated availability of workers at present employed in related programs must be capitalized upon. Only by such measures can the competence of personnel in the public assistance agencies be maintained at a sufficiently high level for fulfillment of the societal obligations which the agencies were created to satisfy.

Some Experiments With Contribution Rate Differentials in British Unemployment Insurance

AMY G. MAHER*

WITH VARIOUS OBJECTIVES, and at different periods in the development of its unemployment insurance program, Great Britain has experimented with differential contribution rates. The first experiment offered refunds—or, for a brief period, exemption from the contribution requirement—to employers who stabilized employment, or to workers who stayed on the job or refrained

from exercising their benefit rights when unemployed, instead of drawing on the unemployment fund. The second experiment excepted from coverage under the general over-all insurance system employments offering substantially permanent tenure. The third plan permitted an industry which met certain conditions to "contract out" of the general system and cover its workers in a "special scheme" set up for that industry only.

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Refund of Contributions

In the hope of preventing some unemployment and some of the heavy drain on the fund, the 1911 British unemployment insurance act provided inducements to steady employment in the form of refunds of contributions paid by employers or workers, or, for a brief period, exemption from contributions.

The first of the refund provisions offered a rebate amounting to one-third of the total contribution with respect to each worker whom the employer had employed continuously throughout the year and for whom he had paid at least 45 contributions. Since the employer's weekly contribution for an adult male worker was 2½ pence, the minimum refund based on 45 contributions was 3s. 1½d.; for the full 52 contributions, 3s. 7d.¹ An amendment in 1914 provided a flat refund of 3 shillings with respect to each worker for whom the employer had paid at least 45 contributions within the insurance year.² The provision was repealed in 1920, since the 3-shilling refund had not influenced employers to keep unnecessary workers on their rolls when they could make a far greater saving simply by laying them off.³ The provision was also found expensive to administer, since each case had to be checked to verify the number of contributions paid. During the entire period in which the refund provision was in force, 204,000 claims, covering 6.4 million workers, were filed under it, and a total of £960,000 was refunded, an average of about £4 14s. per employer.⁴

In his testimony before the Blanesburgh Committee, appointed in 1925 to consider and recommend changes in the unemployment insurance system, J. F. G. Price, Principal Assistant Secretary of the Ministry of Labour, pointed out that the provision had not offered sufficient saving to induce employers to retain their workers and said that the refund "was what I have always myself regarded as one of the 'trimmings' of the 1911 Act, which was put in to see what experience of it taught us; it did not have the effect hoped for of steadying and regularizing employment, and we did not continue it."⁵

¹ *National Insurance Act, 1911*, (1 and 2 Geo. 5, ch. 35), sec. 94.

² *National Insurance (Pt. II Amendment) Act, 1914*, (4 and 5 Geo. 5, ch. 57), sec. 5.

³ *Unemployment Insurance Act, 1920*, (10 and 11 Geo. 5, ch. 30), sec. 48 (3).

⁴ Ministry of Labour, *Report on National Unemployment Insurance to July 1923*, 1923, p. 36.

⁵ Ministry of Labour, *Report of the Unemployment Insurance Committee*, Vol. 2, "Minutes of Evidence," 1927, p. 36.

The second refund provision was included in the 1911 act in an effort to persuade employers to spread work during a period of depression by keeping their whole staff on short time. It was considered a temporary measure, and later the Government's policy on spreading the work was reversed, since it was felt that the unemployment problem would never be solved if large numbers of workers were maintained on short time with insufficient earnings for a minimum living standard.

Under this provision an employer who, in a period of depression in his industry, kept his staff systematically on short time, paying both his own and his employees' contributions, was entitled to a refund of all such contributions.⁶ The employer would thereby save the amount of his own contributions for which he would have been liable if he had employed a reduced staff full time. The short-time week might be one in which no work was performed on a day which was recognized in the trade or district as a working day of at least 4 hours, or a week consisting of not more than five-sixths the number of working hours in a full-time week. The employer who wished to take advantage of this provision must present his plan to the Board of Trade, which would decide whether the plan met the requirements of the provision. In 1914 the provision was amended to exempt such an employer from the payment of any contributions for himself and his workers, as if the latter were not working in an insured trade.⁷

Neither the original nor the amended provisions offered sufficient inducement to employers to refrain from cutting their staffs, and they were omitted in the 1920 act. In testifying before the Royal Commission on Unemployment, the Ministry of Labour pointed out the fallacy of any long-range policy of spreading employment by means of short time:

Whatever the aggregate live register may prove to be, it will still be its composition rather than its size that, over a period, forms the problem of unemployment and insurance . . . If, year after year, a manufacturing industry shows a loss of trade to other competitors or a reduction in the total demand for its products, accompanied by high levels of unemployment, mainly in the same areas and to a large extent among the same persons, it only confuses the issue to treat those persons as though they properly belonged to that industry, could reasonably expect to earn their livelihood from it in the near future, and had there-

⁶ *National Insurance Act, 1911*, op cit., sec. 96.

⁷ *National Insurance (Pt. II Amendment) Act, 1914*, op cit., sec. 7.

fore some claim, on behalf of the industry as well as of themselves, to be maintained where they are, in virtue of a statistical classification that no longer has any meaning.

... To contemplate a swollen personnel, part of which is continuously idle, is almost as depressing for an industry as to be weighed down by an inflated capital much of which can never earn its keep.⁸

The third refund provision included in the 1911 act was designed to influence workers to remain regularly at work and not draw benefits; it was also intended to prevent regularly employed workers from protesting that they were carrying the insurance of those less steadily employed, with little advantage to themselves. Under the provision, a worker aged 60 or over who had paid contributions for 500 weeks or more was entitled to a refund of the difference between his contributions and the benefits drawn, with yearly compound interest at 2½ percent a year. If after receiving the refund the worker returned to covered employment, he had to continue paying contributions; if he again became unemployed, he was credited with five-eighths of the contributions paid in his behalf during the period with respect to which he had received the former refund.⁹

In 1920, an amendment provided that, if the worker had paid no contributions for a 5-year period, he could claim a refund only for the period following the most recent 5-year lapse. This amendment lowered to 55 the age at which refunds could be payable, and reduced the required 500 weeks by 50 weeks for every year that the worker was over age 55. It also provided that the worker might claim a refund on the basis of contributions in excess of 100 paid by him subsequent to receiving any refund.¹⁰

Because of the expense involved, the provision was deleted in 1924 but, in order not to cut off the refund provision too abruptly, a worker between 50 and 60 years of age in 1924 who had paid contributions for at least 50 weeks might apply for a refund within a prescribed period. In such cases, the worker was to receive the current worth of the excess, plus interest up to the date on which he would become 60 years of age.¹¹ The

⁸ Royal Commission on Unemployment Insurance, *Final Report*, London, 1932, p. 99.

⁹ *National Insurance Act, 1911*, op. cit., sec. 95. The amount of the worker's individual contribution refunded would be equivalent to ¾ of the total contributions paid in his behalf (2¼d. from the worker, 2¼d. from the employer, 1¼d. from the Exchequer).

¹⁰ *Unemployment Insurance Act, 1920*, (10 and 11 Geo. 5, ch. 30), sec. 25.

¹¹ *Unemployment Insurance (No. 2) Act, 1924*, (14 and 15 Geo. 5, ch. 30), sec. 9.

highest amount refunded in any year, £1,925,905, was paid in 1925; it was almost 5 percent of the total amount paid in benefits in that year.¹²

None of the three refund provisions of the 1911 act was a success. Their administration proved time-consuming and expensive, and by 1924 they had all been deleted. The final report of the Royal Commission on Unemployment in 1932 summarizes the reasons as follows:

Attempts were made in the Act of 1911 to encourage employers to give as regular employment as possible, and also to deter workpeople from making unnecessary claims on the Fund. These have all been discarded. In the case of an employer, no refund or reduction in contributions that was feasible under the scheme could possibly compensate him for the cost of continuing to pay wages to workpeople whom he could no longer profitably employ. In the case of the insured persons, there was, in 1911, provision for a refund of the balance of their contributions at the age of 60. This was discontinued, as it was found that it had only a negligible effect in encouraging a worker to retain his employment, or to refrain from claiming benefit.

The conclusion is the same in each case, viz. that unemployment is inevitable and that it is useless to expect that either employers or workpeople have it in their power to any appreciable extent to prevent it, however much it may be made their interest to do so.¹³

Excepted Employment

In the 1920 Unemployment Insurance Act, certain employments, such as agricultural work and domestic service, were excepted from the broad definition of "employments within the meaning of the Act."¹⁴ An additional category of employments, in which tenure is substantially permanent, might be "excepted" by order of the Minister of Labour. Under this second type, the Minister could certify that individuals in certain employments, such as service under a local authority or on the police force, or employment by a railway or other public utility company, or employment in which the workers have rights in a superannuation fund established by Parliament, are in permanent employment, i. e., subject to dismissal only for misconduct or unfitness to perform their duties, and are therefore excepted from insurance under the general system.

¹² Gilson, Mary Barnett, *Unemployment Insurance in Great Britain*, New York, 1931, p. 138.

¹³ Royal Commission, op. cit., p. 486.

¹⁴ *Unemployment Insurance Act, 1920*, (10 and 11 Geo. 5, ch. 30), First Schedule, Pt. II. The categories of "excepted" employment correspond with the excepted "employment" in sec. 1607 (c) of the U. S. Federal Unemployment Tax Act.

A 1921 amendment added the stipulation that the employment must be permanent in character "having regard to the normal practice of the employer," and that, if the specified restriction on grounds for dismissal did not appear in the contract, the employed person must have completed 3 years in the employment.¹⁵ Under the 1927 act, the 3 years' service requirement was extended to all such employment.¹⁶

Under the war emergency powers of the Minister of Labour, a statutory rule and order, issued under date of September 6, 1939, suspended without prejudice to previously issued certificates the power of the Minister to issue certificates of exception or identification of persons as in excepted employment.¹⁷

The certificate of exception issued by the Minister applied to the employment, not to the individual worker, who came within the exception by a process of "identification" if he was eligible for identification and did not prefer to remain insured.¹⁸ To determine the "normal practice of the employer" in the matter of dismissals, the Minister, before issuing a certificate, usually required evidence of the number of dismissals in the 15 years prior to application for an exception, together with the reasons for the dismissals.

Since the employer had in effect guaranteed that no workers would become unemployed except for misconduct or unfitness to perform their duties, and since his certificate of exception could be canceled if any workers covered by the exception became unemployed for other reasons, he was expected to insure a margin of approximately 20 percent of his staff under the general system, to take care of unforeseen situations in which he might be compelled to discharge workers for other than the specified reasons. A worker transferring from excepted to covered employment would not become eligible for benefit until contributions had been paid with respect to him for the required number of weeks in the 2 years preceding his application. However, under a provision in the 1930 act, if the worker had been in excepted employment for a number of weeks during the 2-year period, those weeks could be added to the 2-year

¹⁵ *Unemployment Insurance Act, 1921*, (11 Geo. 5, ch. 1), Second Schedule, Minor Amendments, p. 9.

¹⁶ *Unemployment Insurance Act, 1927*, (17 and 18 Geo. 5, ch. 30), Fourth Schedule, Minor Amendments, p. 20.

¹⁷ Statutory Rules and Orders, 1939, No. 1148, 3: September 6, 1939.

¹⁸ Emmerson, H. C., and Lascelles, E. C. P., *Guide to the Unemployment Insurance Acts, 1939*, pp. 21-22.

period. The total period within which the contributions must have been paid, however, could not be more than 4 years.¹⁹

It will be seen that the arrangement outlined above is designed to cover persons protected by civil-service tenure, or persons in employment affording substantially the same protection. In effect, it is authorization of the substitution of guaranteed employment for insured employment.

The certificates of exception granted as of December 31, 1936, and the number of employees covered as of March 2, 1936, were as follows:²⁰

Class of employment	Authorities	Employees covered
Total.....	1, 543	491, 762
Government departments.....	60	8, 696
Public or local authorities.....	1, 221	143, 011
Mental hospitals authorities.....	71	5, 674
Railway companies.....	29	322, 899
Other public utility companies.....	141	11, 035
Employment with statutory superannuation rights (other than cases included above).....	21	457

The Blanesburgh Committee considered the excepted employments and recommended that the railways and the local authorities continue outside the general system. If the question were up for the first time, however, the Committee might have advised inclusion of the railroads:

Such advice would follow from our conception of the risk of unemployment as being a general risk; so that it is only permissible to exclude a whole trade if the risk be truly nil. This cannot be said of railway employment . . .

We acquiesce in the retention of the status quo for the present, but, should the immunity from unemployment which is claimed become less obvious in the future, we think that this question should be reconsidered.²¹

The Royal Commission, in weighing the arguments for and against excepting certain employments, tried to draw a line of demarcation between employment which should be covered by the general system and noninsurable occupations. Under the former, they included productive industry—manufacture in all its forms, building, transport, public works contracting. Uninsured occupations would consist of the general administrative services—government, police, educational.²²

The members of the Commission felt that

¹⁹ *Unemployment Insurance Act, 1930*, (20 Geo. 5, ch. 16), sec. 7.

²⁰ Ministry of Labour, *Report of the Ministry of Labour for the Year 1936, 1937*, pp. 55, 56.

²¹ *Report of the Unemployment Insurance Committee*, op. cit., pp. 56-57.

²² Royal Commission, op. cit., p. 182.

industries subject to no risk of unemployment should not have to make contributions, since the workers would reap no advantage from them; they would never exercise, or be expected to exercise, the rights so acquired. The conclusion was that the Minister should continue to have the power to grant certificates of exception to a proportion of workers employed by government departments, local authorities, and public utility undertakings. The Commission stressed the point that employers to whom such certificates are granted ought to satisfy the Minister that they are in a position virtually to guarantee continuous regular employment to a very substantial proportion of the workers in the industry.²⁵

In considering the exception of railway employment, the Commission agreed, on the whole, with the Blanesburgh Committee that such employment should continue to be excepted, but said that the situation should be closely watched to protect the interests of the unemployment fund.

It is not right that the Unemployment Fund should carry only the bad risks in an industry and lose the advantage of the good, and a sufficient portion of railway workers should be insured so that the income from their contributions is more than sufficient to cover possible expenditure. The principle which we should advocate is that the industry as a whole should either be fully insured or fully excepted, and, if the situation so develops that it is necessary to insure more than, say, 30 percent of the personnel in order to cover expenditure, the certificate of exception should be suspended and all workers brought into the scheme.²⁶

When Sir William Beveridge presented his comprehensive report on British social insurance and allied services, in 1942, the question of excepted occupations once more came up for discussion. Sir William recommended that all the excepted occupations be included in the general system.

If those industries which have a small risk of unemployment are required to stand in, together with all others, those industries which claim to have no risks of unemployment may also be required to stand in with the others. Any distinctions within the scheme lead to difficult demarcation problems. Where, as with the central government and with railway companies, some of the employees contribute for unemployment insurance while the others are exempt, the additional objection may be made that the industry escapes contributing its full share to the Unemployment Fund . . . The view taken here is that, as regards unemployment, all industries should stand together . . .²⁷

²⁵ Ibid., pp. 182-184.

²⁶ Beveridge, Sir William, *Social Insurance and Allied Services*, 1942, p. 63.

Contracting Out: Special Schemes

A third contribution rate differential was authorized in a provision of the 1920 act following the establishment of "special schemes," under which an industry might, on certain conditions, "contract out" of the general system.²⁸ The 1911 act had covered employment in a limited number of industries only, in which the fluctuations of unemployment were great; the way had been left open for insurance by industries, however, through a provision allowing industries not insurable under the act to be brought in with modified rates of contribution.²⁹ The 1920 act widened the range of industries in which employment was covered, but at the same time allowed certain industries to contract out, presumably "to reduce to a minimum the opposition of industries with a low experience of unemployment."³⁰ This provision was the outgrowth of a continued agitation for insurance by industry, as against a uniform all-inclusive system.

The act empowered the Minister to approve, by special order, a scheme proposed by a joint industrial council, or an association of employers and employees, which would insure all or specified classes of workers in the industry against unemployment, with benefits not less favorable than those in the unemployment insurance act. The Minister, with the approval of the Treasury, might make regulations covering the benefit status of persons passing from a special to the general scheme, and vice versa.

The Government was to contribute not more than three-tenths of the Government contribution which would have been payable under the general scheme. For any scheme coming into force before July 4, 1921, an estimated balance was to be transferred to the special scheme; this balance was to be approximately equal to contributions minus benefits paid and prorated administrative costs, from the effective date of the act to the date on which the special scheme came into force. Although it had been expected that the power to contract out would be widely exercised, only two special schemes were established; one, approved in 1921, covered the commercial insurance industry, and the other, approved in 1924, covered banking and finance.

²⁸ *Unemployment Insurance Act, 1920*, (10 and 11 Geo. 5, ch. 30), sec. 18.

²⁹ *National Insurance Act, 1911*, op. cit., sec. 103.

³⁰ *Report of the Unemployment Insurance Committee*, op. cit., p. 52.

By 1921 a depression had set in, and the Minister's power to approve special schemes was suspended, but without prejudice to any already approved or under consideration.²⁸ The suspension was due, on the one hand, to the Government's apprehension lest industries with stable employment contract out, leaving those with a large percentage of unemployment to draw on the fund; and, on the other hand, to the fact that widespread unemployment "in quarters that had previously been considered immune" quenched the desire of other industries to contract out.²⁹

Under the 1924 act, payments from the Exchequer ceased,³⁰ and the 1927 act finally abolished the Minister's authority to approve special schemes. The two already established were permitted to continue.³¹

The special scheme for commercial insurance now covers 150,000 persons and the banking scheme about 60,000.³² They are financed solely by employer contributions. In the insurance scheme the employer contributes, quarterly, 7s. 7d. for men, 6s. 6d. for women; in banking and finance the quarterly contribution is 2s. 2d. for either men or women. The saving to the employers is obvious, since under the general system they would be liable for contributions of 10s. 10d. for men and 9s. 9d. for women. The standard rates and conditions for benefit are those of the regular unemployment insurance act, except that the banking scheme pays somewhat more liberal benefits to young persons and dependents; special benefits are allowable, in certain conditions, under both schemes.

The Blanesburgh Committee gave serious consideration to the question of contracting out, which, the Committee declared, "seems inconsistent with the idea of a national scheme based on the interdependence of all industries."³³

The National Confederation of Employers' organizations is opposed to the idea, and so, too, are such bodies as the National Union of Manufacturers and the Association of British Chambers of Commerce. The attitude of the Trade Unions is the same. The General Council holds the opinion that "as the cost of unemployment insurance should be spread over the largest possible number of

people so as to equalize the burden, it is undesirable that the system of industries 'contracting out' of the national scheme should be reestablished."

The opponents of "contracting out" all look upon unemployment as a general risk affecting all industries to a greater or less degree, a risk, therefore, which ought to be insured in one comprehensive scheme.

Agreeing with that view "as limited to sections of industry which have some appreciable risk of unemployment," the Committee declared that as soon as an industry or other unit was shown to be within the scope of compulsory unemployment insurance, there was therefore no justification for allowing the industry or unit to derive any advantage from its lower than average risk of unemployment. Either contracting out should not be allowed at all or, if permitted, it should be subject to a regular payment sufficient to compensate the general fund completely for any loss due to the withdrawal of the industry or unit. In those conditions, the main motive for contracting out disappears. "We see no reason to believe that the rules of the general scheme are not reasonably appropriate over practically the whole area of industry. These rules have been modified in various ways in the past, and we have no doubt that they will continue to be modified as and when good cause for the modification is shown." The Committee concluded:

On the principle which we favour, the special schemes for the insurance industry and the banking industry ought not to be allowed to continue. We have, however, come to the conclusion that, while we should deprecate any further application of the principle of special schemes as provided in the Act of 1920, nevertheless, in the particular circumstances, these schemes should not now be interfered with.

The Royal Commission, in 1932, went on record as against restoring the power to contract out, saying that, on the basis of the evidence before it, neither employers nor workers were at present in favor of the provision.

The risk of unemployment is too doubtful a contingency on which to assume that an industry can make its own provision outside a general scheme. No industry can escape the effect of a prolonged trade depression and, in some circumstances, a special scheme financed by the industry itself may find it difficult to maintain its independence while continuing to give benefits which are not less favorable than those of a general scheme maintained with the aid of a State subsidy. We therefore find ourselves in agreement with the Blanesburgh Committee that the power to contract out should not be restored.³⁴

²⁸ *Unemployment Insurance (No. 2) Act, 1921*, (11 and 12, Geo. 5, ch. 16), sec. 5.

²⁹ *Report of the Unemployment Insurance Committee*, op. cit., p. 53.

³⁰ *Unemployment Insurance (No. 2) Act, 1924*, op. cit., sec. 8 (3).

³¹ *Unemployment Insurance Act, 1927*, (17 and 18 Geo. 5, ch. 30), sec. 11.

³² Beveridge, op. cit., p. 61.

³³ *Report of the Unemployment Insurance Committee*, op. cit., pp. 52-55.

³⁴ Royal Commission, op. cit., pp. 176-177.

The Commission cited as a significant illustration of the inability to predict the course of unemployment the fact that, in 1920, it was fully anticipated that the coal-mining industry, which had for many years maintained a low rate of unemployment, would make its own scheme and contract out of the general system. In actual fact, however, for several years previous to 1932 that industry had drawn large sums from the unemployment fund in excess of the contributions paid it.

Like the Blanesburgh Committee, the Royal Commission agreed that the insurance and banking industries should be allowed to continue their special schemes, "in view of the circumstances in which they were established, their long independent existence, and the excellent standard of their administration."³⁵

In a volume published in 1931, Sir William Beveridge declared that "there is nothing to be gained and there is much to be lost" in allowing separate industries to insure their own unemployment. He suggested, however, that a unified insurance system could be combined with differentiation of contributions, by making special levies on industries having excessive unemployment. One method suggested was that of making each individual employer in such industries liable to the fund for all or part of the benefit paid to any workman previously employed by him.³⁶ Ten years later, Sir William expressed his opposition to special arrangements for any industry:

Unemployment insurance by industry is a line of development on which progress has ended. For historical reasons banking and insurance today hold a privileged position,

³⁵ Royal Commission, *op. cit.*, p. 205.

³⁶ Beveridge, Sir William, *Unemployment, A Problem of Industry*, London, 1931, pp. 410-412.

allowing them the benefit of their specially low rate of unemployment. This privilege is not accorded to any industry included in the general scheme of unemployment insurance, though there are other industries with rates of unemployment well below the average . . . Retention of this historical privilege by these two special industries can no longer be justified.³⁷

In Summary

Of the three approaches to the principle of differential rates tried out by the British in the development of their system of unemployment insurance, there remain only the relatively insignificant exception of certain industries offering permanent employment conditions and two special schemes for specific industries. The principle of offering refunds to individual employers and workers with stable employment records did not have the result sought; it did not induce employers to retain workers they did not need, nor did it induce unemployed workers to refrain from exercising their benefit rights. The principle of excepting certain employments in which tenure is substantially permanent was suspended in 1939, in the war emergency, but the exceptions already granted to workers in government departments, local governmental service, and the railroad industry were allowed to remain. The third principle of contracting out is still exercised but only by the insurance and banking industries, whose special schemes for their own members were started in the early 1920's. The question of unemployment insurance by separate industry or industrial unit therefore is not wholly closed. It will be interesting to see whether Parliament, in line with Sir William Beveridge's recommendations, abolishes these special exceptions.

³⁷ Beveridge, *Social Insurance*, *op. cit.*, p. 61.

PUBLIC ASSISTANCE

BUREAU OF PUBLIC ASSISTANCE

The Effect of Changing Economic Conditions on Closing Rates

The fiscal year 1942-43 was marked by the closing of a larger proportion of cases receiving aid to dependent children, old-age assistance, and aid to the blind than any previous year in the operation of public assistance under the Social Security Act. These special types of assistance provide financial aid to individuals whose need usually continues over a long period of time and who ordinarily are handicapped for employment by age, disability, or family responsibilities. It might be assumed that they would be relatively unaffected by changes in the labor market. Increased employment opportunities appear, however, to have resulted in the closing of a significant number of cases under all programs.

In June 1941, rolls for aid to dependent children began to decline; except for a few months following approval of new State plans, they continued downward at a fairly steady rate. About a year later, in July 1942, the number of recipients of old-age assistance began to drop, and in recent months there have also been reductions in the number of recipients of aid to the blind. A decrease in the number of requests for assistance as well as an increase in the number of closings has, of course, contributed to these declines. The purpose of this analysis, however, is to examine the extent to which changing economic conditions have been responsible for the discontinuance of aid.

Aid to Dependent Children

During 1942-43, aid to dependent children was discontinued for 183,000 families, or 371 per 1,000 family cases; in the fiscal year 1940-41 approximately 90,000 cases, or 182 per 1,000, were closed (table 1). The rates of closings have been consistently higher among families receiving aid to dependent children than for aged and blind recipients. The earlier and greater response of this program to the wartime demand for additional workers may be attributed to the fact that these families include relatively more potential workers—mothers, older children, and in some instances “incapacitated” fathers.

Analysis of reasons for discontinuing aid to dependent children in the past 3 fiscal years indicates that a large proportion of the increase in closings has resulted from the increased demand for labor. Unfortunately the reports from the States do not specifically indicate the number of cases closed because of employment; they do, however, show the number closed because of increased resources of parents.¹ Cases closed for this reason increased from 42 per 1,000 open cases in 1940-41 to 131 per 1,000 in 1942-43. Although in some instances increased resources may be derived from other sources, it can be assumed that employment of the parent was the reason for closing the great majority of cases dropped from the rolls because of increased resources. This conclusion is supported by information in publications of State public assistance agencies, which indicate that the employment of mothers has accounted for a large proportion of the closings, although some fathers with handicaps that had previously prevented them from getting jobs have succeeded in getting them.

Manpower shortages have sometimes created pressure on mothers with young children to seek employment. The War Manpower Commission, as well as the U. S. Children's Bureau and the Social Security Board, has recommended that mothers with young children should not be recruited for work until all other sources of labor in the community have been utilized and has urged that “the decision as to gainful employment should in all cases be made by the woman herself in the light of the particular condition prevailing in the home.” This position is based on the recognition that the entrance of mothers with young children into the labor market may be of doubtful economic value in many instances and may result in neglect of the children.

Many mothers of children receiving aid to dependent children have had to face the difficult question whether to remain in the home or go to

¹ These include cases closed because of increased earnings or resources of parents, stepparent, or adoptive parent or because of a reduction in living expenses with no change in the family resources.

work. In localities where assistance payments are low and well-paid jobs are available, the economic advantages of employment leave mothers little real choice. Moreover, there is some evidence from several communities that public attitudes have resulted in pressure on mothers of

children receiving aid to dependent children to accept employment.

The effect of improved economic conditions was also reflected in a substantial increase in the number of cases closed because of support from relatives. The rate of closings for this reason in

Table 1.—Aid to dependent children: Number of cases closed for specified reasons per 1,000 open cases in States with approved plans, by State, fiscal years 1940-41, 1941-42, and 1942-43

State	Total number of cases closed ¹	Number closed for specified reason per 1,000 open cases												Receipt of other public or private aid	Moved	Other reasons ²
		Total ³	Need for assistance decreased					Loss of eligibility for other than insufficient need								
			Total	Increased resources of parents ⁵	Increased support from relatives ⁶	Increased income of dependent child	Support by re-marriage of parent	Total	Child reached maximum age	Parent no longer incapacitated	Other ⁴					
Fiscal year:																
1940-41, 44 States.....	89,849	182	90	42	32	3	13	50	26	8	16	10	8	24		
1941-42, 47 States.....	132,119	242	143	67	54	6	16	54	28	9	17	10	11	24		
1942-43, 48 States.....	182,949	371	237	131	79	11	16	56	30	9	17	9	13	56		
Alabama.....	3,787	429	309	167	110	10	22	67	19	18	30	16	21	16		
Arizona.....	875	308	208	193	4	(*)	11	36	36	0	(*)	2	26	36		
Arkansas.....	2,098	271	182	72	71	11	28	38	27	0	11	13	27	11		
California.....	6,819	433	343	211	44	65	23	24	15	8	1	1	10	55		
Colorado.....	2,925	397	288	173	72	19	24	57	26	9	22	8	25	19		
Connecticut.....	649	250	210	159	41	6	4	21	16	0	5	(*)	3	16		
Delaware.....	204	406	306	153	97	34	22	36	16	4	16	10	16	38		
District of Columbia.....	684	449	365	308	55	2	0	25	8	5	12	10	8	41		
Florida.....	1,164	238	135	52	56	14	13	58	47	2	9	3	7	36		
Georgia.....	1,023	176	96	44	37	7	8	52	44	3	5	2	14	12		
Hawaii.....	430	381	319	157	82	41	39	11	3	0	8	4	17	30		
Idaho.....	1,458	408	294	184	54	8	48	53	27	9	17	13	17	31		
Illinois.....	6,219	184	120	65	34	8	13	36	25	3	8	4	8	16		
Indiana.....	6,512	385	201	147	38	2	14	100	52	14	34	16	15	53		
Kansas.....	3,182	384	256	163	53	13	26	58	30	9	19	12	41	18		
Kentucky.....	10	8	5	2	1	1	1	1	0	0	1	1	0	1		
Louisiana.....	5,655	314	233	119	85	11	18	56	35	14	7	9	8	8		
Maine.....	540	243	183	69	92	5	17	44	13	4	27	1	9	6		
Maryland.....	2,873	434	301	176	100	11	14	42	15	10	17	7	13	71		
Massachusetts.....	5,306	382	285	200	52	20	13	67	32	15	20	2	15	13		
Michigan.....	8,967	364	199	124	53	5	17	98	63	9	26	9	7	51		
Minnesota.....	3,492	326	208	109	67	23	19	62	26	23	13	2	18	36		
Mississippi.....	763	222	159	51	83	5	20	29	14	3	12	1	16	17		
Missouri.....	4,825	281	159	61	75	2	21	70	43	10	17	2	15	35		
Montana.....	1,491	449	273	168	67	12	26	98	28	33	37	2	14	62		
Nebraska.....	2,202	356	236	127	73	5	31	81	49	16	16	3	17	19		
New Hampshire.....	258	241	153	96	39	0	18	52	34	5	13	1	16	19		
New Jersey.....	3,761	306	282	196	69	5	12	99	63	13	23	2	4	9		
New Mexico.....	731	238	143	57	57	8	21	38	11	14	13	12	30	15		
New York.....	14,076	415	281	185	91	5	0	69	37	4	28	6	7	62		
North Carolina.....	3,728	321	222	123	68	11	20	58	25	7	26	2	10	29		
North Dakota.....	890	308	175	93	52	25	5	73	20	19	34	5	23	32		
Ohio.....	4,624	325	243	148	69	17	9	61	22	10	29	2	10	9		
Oklahoma.....	6,941	307	195	96	57	6	36	58	32	13	13	8	22	34		
Oregon.....	829	365	260	148	52	18	42	58	32	5	21	4	12	31		
Pennsylvania.....	34,124	535	403	174	205	15	9	32	13	8	11	29	14	57		
Rhode Island.....	565	345	291	133	129	14	15	27	11	2	14	1	3	23		
South Carolina.....	1,373	264	167	90	60	3	14	46	23	10	13	5	13	33		
South Dakota.....	544	235	117	68	48	1	0	92	31	3	58	1	10	15		
Tennessee.....	3,825	236	141	73	48	3	17	56	40	7	9	2	12	25		
Texas.....	16,457	578	389	48	33	1	7	47	21	2	24	8	6	428		
Utah.....	1,895	445	342	244	53	10	35	54	25	5	24	11	9	29		
Vermont.....	206	241	131	82	36	1	12	57	30	4	23	0	26	27		
Virginia.....	2,013	324	216	121	68	15	12	60	16	13	31	10	19	19		
Washington.....	2,280	407	332	261	17	7	47	60	48	2	10	1	4	10		
West Virginia.....	4,714	344	239	119	106	3	11	49	23	16	10	9	9	38		
Wisconsin.....	4,623	352	248	149	56	23	20	67	29	11	27	5	14	18		
Wyoming.....	309	347	236	154	34	4	44	44	22	2	20	9	50	8		

¹ Excludes change in payee.

² Includes old-age and survivors insurance benefits.

³ For 1942-43, includes cases reported as closed because of receipt of allowances to dependents of servicemen; some of these cases may have been reported as closed for other reasons.

⁴ Includes absent parent returned, parent remarried, and no eligible payee available.

⁵ Includes death of dependent child, child admitted to institution, change in agency policy, originally ineligible under State plan, cases closed for 2 or more reasons, for other reasons, and reasons unknown.

⁶ Less than 1 family per 1,000 open cases.

⁷ Data for January-June 1943 only. First payments under approved plan made in January 1943.

⁸ Includes 10,000 cases closed because of shortage of funds.

1942-43—79 per 1,000 open cases—was more than twice that in 1940-41 and considerably above the 1941-42 rate (table 1). Cases reported as closed because of support from relatives include those in which older children have become able to contribute to the support of the family and, for 1942-43, cases reported as closed because of receipt of allowances to dependents of servicemen. The extent

to which such allowances have influenced closing cannot be determined exactly. Doubtless many of the boys and men inducted into the Army might, in other circumstances, have contributed to the support of the family.

There was a small increase in the number of families for whom aid was discontinued because of income available to the dependent child, from

Table 2.—Old-age assistance: Number of cases closed for specified reasons per 1,000 open cases in States with approved plans, by State, fiscal years 1940-41, 1941-42, and 1942-43

State	Total number of cases closed	Number closed for specified reason per 1,000 open cases									
		Total	Death	Need of recipient or spouse decreased			Admitted to public or private institution	Receipt of other public or private aid in household	Moved	Other reasons ¹	
				Total	Aid from relatives ²	Other ³					
Fiscal year:											
1940-41 ⁴	263,010	106	71	20	12	8	5	3	2		
1941-42 ⁴	295,642	115	69	28	15	13	7	3	4		
1942-43 ⁴	356,061	140	71	48	24	24	8	2	5		
Alabama	5,277	178	79	73	51	22	3	4	10		
Alaska	255	146	83	33	2	31	16	2	1		11
Arizona	849	78	62	8	0	8	3	(⁵)	3		2
Arkansas	4,306	142	71	50	36	14	5	2	11		3
California	24,675	138	59	56	20	36	12	2	1		8
Colorado	5,068	107	62	34	3	31	4	(⁵)	5		2
Connecticut	3,314	173	84	66	53	13	16	0	3		4
Delaware	553	226	79	70	37	33	28	1	4		44
District of Columbia	742	189	80	74	44	30	20	2	6		7
Florida	5,451	114	70	34	18	16	3	2	4		1
Georgia	8,420	104	73	22	16	6	2	(⁵)	5		2
Hawaii	352	181	66	79	23	56	24	7	4		1
Idaho	1,634	141	77	45	9	36	9	2	1		7
Illinois	17,629	106	72	23	8	15	6	(⁵)	1		4
Indiana	14,179	178	77	69	41	28	6	3	14		9
Iowa	7,497	122	72	38	20	18	8	(⁵)	2		2
Kansas	5,640	156	70	48	16	32	9	6	20		3
Kentucky	7,482	125	69	37	29	8	4	3	5		7
Louisiana	5,844	134	73	52	33	19	2	2	4		1
Maine	2,258	125	91	26	7	19	4	0	2		2
Maryland	4,060	221	85	79	56	23	18	(⁵)	2		37
Massachusetts	18,340	184	76	67	29	38	10	1	25		5
Michigan	16,361	156	66	70	28	42	9	1	2		8
Minnesota	8,010	115	69	34	13	21	6	1	1		4
Mississippi	4,235	143	82	43	33	10	4	1	10		3
Missouri	18,228	144	74	53	29	24	5	1	4		7
Montana	2,459	173	69	77	15	62	14	5	2		6
Nebraska	4,747	146	73	59	23	36	3	2	7		2
Nevada	337	137	84	33	4	29	13	0	7		0
New Hampshire	1,219	148	95	33	12	21	14	(⁵)	3		3
New Jersey	6,036	183	85	74	53	21	16	1	4		3
New Mexico	956	158	78	51	29	22	2	4	18		5
New York	27,931	195	69	77	52	25	20	3	14		12
North Carolina	6,617	151	84	46	30	16	7	4	4		6
North Dakota	1,504	142	78	43	18	25	7	1	7		6
Ohio	15,968	105	81	18	9	9	3	(⁵)	1		2
Oklahoma	8,678	101	57	35	16	19	3	(⁵)	4		2
Oregon	4,137	174	84	71	19	82	11	(⁵)	5		3
Pennsylvania	24,664	214	72	101	63	38	17	7	4		13
Rhode Island	1,367	158	74	42	19	23	39	(⁵)	1		2
South Carolina	3,299	133	78	41	20	11	4	1	7		2
South Dakota	1,935	120	73	38	15	23	5	1	2		1
Tennessee	5,456	123	75	36	24	12	5	(⁵)	5		2
Texas	18,735	93	58	26	7	19	1	1	3		4
Utah	1,747	108	70	28	3	25	4	1	2		3
Vermont	623	100	87	8	2	6	2	(⁵)	1		2
Virginia	4,047	154	89	61	39	22	12	5	12		5
Washington	9,510	133	77	48	(⁵)	48	5	0	3		(⁵)
West Virginia	4,861	199	75	70	41	29	7	1	4		42
Wisconsin	8,197	138	74	48	17	31	8	(⁵)	6		2
Wyoming	492	121	73	32	10	22	5	6	5		0

¹ For 1942-43, includes cases reported as closed because of receipt of allowances to dependents of servicemen; some of these cases may have been reported as closed for other reasons.

² Includes increase in income from earnings or other assets and decrease in expenses.

³ Includes change in agency policy, refusal to comply with established property requirements, original eligibility disproved, cases closed for other reasons, and those for which reason was not known.

⁴ All 51 States have plans approved by the Social Security Board.

⁵ Less than 1 person per 1,000 open cases.

earnings or some other source. Under the pressure of labor shortages, increasing numbers of minor children throughout the country have got jobs. Because their need is greater, it seems probable that children in families receiving aid to dependent children have felt even more pressure to enter employment than children in most other families. The extent to which these children have obtained employment is not shown by the data, since in many cases their earnings would not be sufficient to result in discontinuance of aid to the family.

Discontinuance of aid because the family moved to another county or district is the only other reason for closing that may be related directly to changed economic conditions. The increase in number of cases closed for this reason indicates that a few families receiving aid to dependent children have shared in the general movement of population during the defense and war periods.

The only other significant change in the reasons for discontinuing aid to dependent children during the last 3 years was in "change in agency policy," which is included under "other reasons" in table 1. Most of the large number of closings attributed to this reason in 1942-43 occurred in Texas, where more than 10,000 cases were closed when payments were discontinued to families that could meet 30 percent or more of their need, as determined by the agency, from their own resources.

Old-Age Assistance

More than 356,000 old-age assistance cases or 140 per 1,000 cases were closed in 1942-43, as compared with 263,000 or 106 per 1,000 cases in the fiscal year 1940-41. As might be expected in a program for the aged, death of the recipient accounted for a large share of the cases closed in each year. With an increase in the number closed, the proportion closed because of death has decreased. The number of deaths per 1,000 cases open each year, however, has remained fairly constant during the last 3 fiscal years (table 2). Most of the increase in the rate of closings has occurred because aid from relatives increased or because the need of the recipient or spouse decreased for other reasons.

Increased support from relatives, including receipt of allowances to dependents of servicemen, accounted for 24 closings per 1,000 cases in 1942-43 or twice the 1940-41 rate and substantially above

the rate (15) in 1941-42 (table 2). In addition to the cases closed for these reasons, some cases were suspended. Under policies adopted by a number of State agencies, cases may be suspended, rather than closed, when income received from relatives, earnings, or other specified sources is sufficient to meet the recipient's need. The case may later be closed if it seems likely that the income will continue. The extent to which suspensions result in an understatement with regard to the number of cases closed because of aid from relatives is not known, but there may be an appreciable number in some States. The fact that the rate of closing because of increased support from relatives has remained relatively low during a period of great industrial expansion would seem to indicate that case loads for old-age assistance probably will not be materially reduced for this reason in the future.

The number of cases closed because of employment of the recipient or spouse, or because the need of recipients decreased as the result of the availability of other resources, was greater in 1942-43 than in 1940-41 and was almost twice the 1941-42 rate. Cases closed for these reasons increased from about 19,000 in 1940-41 to more than 61,000 in 1942-43. The rate of closing per 1,000 open cases was 24 in the latter year, as compared with 8 in the former. Information on the proportion of cases closed because the recipient or his spouse obtained employment is available for a few States only. In February 1943, in 11 percent of the total cases closed for old-age assistance in New Jersey, assistance was terminated because of the employment of the recipient. Most of these recipients were under 70 years of age, but in 10 cases the recipient was aged 75 years or more.¹

In Michigan, more than 500 aged recipients took jobs in September and October 1942; 396 of these cases were closed and 109 continued to receive some aid.² Probably the total number of aged recipients who have obtained employment is not large. Cases closed because of employment of the recipient or spouse, however, amount to an appreciable number in some States. In 8 of the 9 States for which such information is available, from 8 to 16 percent of closings in old-age

¹ "Analysis of Cases Closed During February," Old-Age Assistance Statistics for April 1943, New Jersey Department of Institutions and Agencies, Division of Old-Age Assistance.

² *Wall Street Journal*, Feb. 2, 1943.

assistance were cases in which the recipient or spouse had obtained a job.

State	Period	Cases closed because recipient or spouse obtained employment (percent of total)
Iowa.....	January-June 1943.....	18.7
South Dakota.....	do.....	12.6
Utah.....	do.....	12.4
New Jersey.....	February 1943.....	11.1
Texas.....	November 1942-April 1943.....	8.8
Louisiana.....	January-June 1943.....	8.7
Minnesota.....	March 1943.....	8.2
California.....	July 1942-June 1943.....	8.1
Arizona.....	January-June 1943.....	.8

Insofar as agency policies provide for suspending, rather than closing, cases when the recipient obtains employment, the number closed does not reflect the extent to which recipients of old-age assistance have become self-supporting.

Although employment of recipients cannot be expected to result in substantial reductions in the old-age assistance rolls, information from State agencies indicates that recipients who can work are eager to find jobs and that an increasing number are succeeding in doing so. The assurance given by a number of agencies that their cases will be suspended rather than closed or, if closed, will be reopened promptly when jobs terminate, has encouraged many to accept part-time or temporary work.

Aid to the Blind

During 1942-43, 9,699 cases receiving aid to the blind were closed, as compared with 6,820 in 1940-41 and 7,800 in 1941-42 (table 3). The closing rates and the increase in the rates correspond closely to those for old-age assistance. The largest increases in closing rates for both programs occurred because of "aid from relatives" and "increases in income from earnings or other assets."

Although the rate of closing for aid to the blind because of receipt of earnings or other assets—36 per 1,000 cases in 1942-43—is larger than for old-age assistance, less is known about the factors that contributed to these closings. Information from a few agencies indicates that recipients have shared to some extent in greater employment opportunities for handicapped persons. Since many recipients have the handicap of age as well as that of blindness, it seems likely that employ-

ment of the recipient has not accounted for a large proportion of closings.

Differences in Closing Rates Among States

For old-age assistance, the closing rates in 1942-43 ranged among the States from 78 to 226 per 1,000 cases and for aid to dependent children, from 176⁴ to 578 per 1,000 (tables 1 and 2). For aid to the blind, the range was somewhat less than the latter. State differences in the severity of labor shortages doubtless account in part for the variations but do not completely explain State differences in rates of closings. Assistance standards of the agency, the amount of assistance funds available, agency policy with regard to support from relatives, and other policies have also influenced the number of cases closed.

In one State, payment to a recipient may be discontinued upon receipt of additional income although his income and other resources may not meet his total needs. In another State with higher assistance standards, the agency may continue to give assistance to a recipient in identical circumstances. In some States, the method of computing the payment works to the advantage of recipients with earnings or other resources and reduces the relative number of closings when incomes increase. Closing cases because of earnings from employment tends to be less frequent if, in determining need, the agency takes into consideration increased expenses incident to employment.

Other things being equal, closing rates will be higher in the States that close a case when the payment, as determined by the agency, falls below a fixed minimum. For example, the policy may be to make no payments of less than \$5; cases would be closed, therefore, when income increases to such an amount that the budget deficit was less than \$5. This practice tends to increase the closing rate, although the exact effect cannot be determined since the policy also results in fewer case openings.

The policy of suspending payments when additional income from earnings or other sources is received lowers both closing and opening rates, since, if the recipient loses his job or his income from other sources, payments may be resumed without the formality of closing and later reopening. For cases for which payments are not resumed,

⁴ Excluding the rate for Kentucky, which was based on 6 months only.

Table 3.—Aid to the blind: Number of cases closed for specified reasons per 100 open cases in States with approved plans, by State, fiscal years, 1940-41, 1941-42, and 1942-43

State	Total number of cases closed	Number of cases closed for specified reason per 100 open cases										
		Total	Vision wholly or partially restored	Death	Need of recipient or spouse decreased			Admitted to public or private institution	Receipt of other public or private aid in household	Moved	Other reasons ¹	
					Total	Aid from relatives ²	Other ³					
Fiscal year:												
1940-41, 43 States	6,820	11.8	1.2	4.9	2.2	0.9	1.3	0.7	1.6	0.3	0.9	
1941-42, 44 States	7,800	12.3	1.0	4.5	3.3	1.3	2.0	.8	1.1	.5	1.1	
1942-43, 45 States	9,699	15.1	1.0	4.6	6.0	2.4	3.6	.9	1.0	.6	1.0	
Alabama	121	15.4	1.0	1.3	7.2	4.3	2.9	.5	3.6	.9	.9	
Arizona	59	12.3	1.3	5.6	2.5	.2	2.3	0	.8	.8	2.1	
Arkansas	157	11.6	.9	3.7	5.0	3.7	1.3	.5	.3	.9	.3	
California	1,365	17.2	1.1	7.3	5.0	1.8	3.2	1.9	.6	.2	1.1	
Colorado	163	17.9	6.5	2.8	5.6	1.6	4.0	.3	1.2	.8	.7	
Connecticut	45	22.3	0	4.4	11.4	7.9	3.5	1.5	3.0	0	2.0	
District of Columbia	55	16.4	0	5.1	7.4	3.0	4.4	2.1	0	.6	1.2	
Florida	417	14.0	.8	5.6	5.7	3.6	2.1	.4	.5	.4	.6	
Georgia	194	7.9	.1	4.2	2.1	1.2	.9	.4	.1	.3	.7	
Hawaii	16	16.3	0	6.1	8.2		8.2	1.0	1.0	0	0	
Idaho	51	16.9	.7	4.3	5.0	.3	4.7	3.0	1.0	.3	2.6	
Indiana	310	11.5	1.1	6.7	2.1	.2	1.9	.6	0	.2	.8	
Iowa	235	13.6	.3	5.7	5.7	1.4	4.3	.7	.1	.3	.8	
Kansas	304	19.5	4.2	4.8	6.9	1.9	5.0	.5	.5	2.1	.5	
Kentucky ⁴	14	1.3	0	.8	.3	.3	0	.2	0	0	0	
Louisiana	174	10.7	.7	3.3	5.0	3.1	1.9	.3	.6	.6	.2	
Maine	195	16.8	.9	7.9	6.4	4.1	2.3	.3	.2	.1	1.0	
Maryland	159	23.4	.5	4.7	12.8	4.7	8.1	1.6	.4	.3	3.1	
Massachusetts	296	22.9	.1	5.2	10.6	6.5	4.1	1.6	3.3	.2	1.9	
Michigan	279	17.3	1.6	2.7	10.0	2.3	7.7	1.2	.1	.2	1.5	
Minnesota	147	12.8	.3	3.6	5.6	.6	5.0	1.0	2.0	0	.3	
Mississippi	148	9.9	.2	3.3	4.3	3.1	1.2	.5	.1	1.1	.4	
Montana	102	19.0	6.5	5.2	4.9	.4	4.5	.9	.9	.6	0	
Nebraska	141	17.6	1.0	7.0	6.9	3.0	3.9	.9	.2	1.2	.4	
New Hampshire	59	15.9	1.4	7.0	5.1	2.7	2.4	.8	.3	.5	.8	
New Jersey	152	18.8	1.1	3.1	11.1	8.3	2.8	1.4	.7	1.0	.7	
New Mexico	43	14.6	1.7	6.4	3.4	2.0	1.4	.7	.6	1.3	2.5	
New York	767	22.2	.3	4.2	10.9	5.4	5.5	1.4	.6	.4	.2	
North Carolina	400	15.5	.9	4.2	8.2	2.5	5.7	1.1	.4	.5	.2	
North Dakota	33	18.2	2.2	2.8	7.2	2.2	5.0	.5	1.1	.5	3.9	
Ohio	860	19.4	1.3	2.9	8.6	2.9	5.7	.9	3.0	1.1	1.6	
Oklahoma	372	15.3	1.8	2.8	5.9	1.8	4.1	.6	3.2	.7	.3	
Oregon	88	17.6	0	5.2	9.6	2.6	7.0	2.2	.2	.2	.2	
Rhode Island	20	17.7	.9	7.1	6.2	2.7	3.5	3.5	0	0	0	
South Carolina	127	13.3	1.8	3.8	4.7	1.8	2.9	.7	.8	1.2	.3	
South Dakota	32	11.4	.7	2.5	5.0	1.4	3.6	0	2.5	.7	0	
Tennessee	196	11.0	.3	3.9	4.9	2.6	2.3	.3	.8	.2	.6	
Texas	366	7.5	.6	2.7	3.4	.7	2.7	.2	.1	.1	.4	
Utah	45	24.7	0	8.2	8.8	1.1	7.7	0	4.4	2.2	1.1	
Vermont	19	11.2	.6	6.5	1.2	1.2	0	0	1.7	.6	.6	
Virginia	187	15.4	.3	5.0	5.9	3.6	2.3	2.2	.7	.7	.6	
Washington	256	24.3	.8	5.1	8.0	.9	7.1	1.1	8.5	.8	0	
West Virginia	179	16.6	.3	3.8	7.6	3.5	4.1	.7	.2	.5	3.5	
Wisconsin	330	15.8	.7	6.8	5.3	1.1	4.2	.6	.9	.9	.6	
Wyoming	21	14.0	0	5.3	6.6	1.3	5.3	.7	.7	.7	0	

¹ For 1942-43, includes cases reported as closed because of receipt of allowances to dependents of servicemen; some of these cases may have been reported as closed for other reasons.

² Includes increase in income from earnings or other assets and decrease in expenses.

³ Includes change in agency policy, refusal to comply with established property requirements, original eligibility disproved, cases closed for other reason, and those for which reason was not known.

⁴ Data reported for January-June 1943 only; first payments under approved plan were made for December 1942.

suspension results in a lag, rather than a reduction, in the number of cases closed.

Closing rates are also affected by State policy with respect to responsibility of relatives for support of needy individuals. In many States, the ability of relatives to support must be examined either as a condition of eligibility or in determining the extent of need and amount of assistance. State laws vary materially on this point. Moreover, there is considerable variation in administrative policy even among States with very similar

legal provisions. A few States, for example, have fixed income levels at which relatives in specified circumstances may be expected to contribute and have established the amount of the contributions at the various levels. Differences in these scales and in the flexibility with which they are applied affect closing rates. On the whole, States with more generous policies and with less strict interpretation of laws relating to aid from relatives tend to close fewer cases when the financial circumstances of relatives improve.

Receipt of allowances to dependents of servicemen

Allowances made under the Servicemen's Dependents Allowance Act became a significant factor in the closing of cases during the 6 months ended June 30, 1943. Although State agencies had not been asked to collect these data separately, 35 States were able, upon request, to report for one or more programs the number of cases closed for this reason. For every 1,000 cases open for aid to dependent children, almost 30 were closed during the last 6 months of the fiscal year because allowances were received (table 4). For old-age assistance, the rate of closing for this reason was 6 per 1,000 cases, and for aid to the blind the rate of closing was almost 7. Not all cases receiving income from dependents' allowances are closed. Servicemen's allowances are uniform for families of specified types and do not take into account wide differences in living costs and family circumstances. Consequently, some families in high cost-of-living areas or with exceptional expenses continued to need assistance to supplement their allowances. Most recipients of assistance receiving dependents' allowances are Class B dependents—parents, brothers, and sisters of servicemen. Allowances to collateral dependents are lower than allowances to Class A dependents—wives and children. It seems likely that, where assistance standards are high, agencies have continued to give assistance in some cases without other income sufficient to meet need. In States with lower assistance standards or without funds to meet the total need of families, it is probable that the receipt of allow-

ances made recipients of assistance ineligible for further aid.

Table 4.—Cases closed for old-age assistance and for aid to dependent children because of receipt of allowances to dependents of men in the armed forces in selected States, January–June 1943

State	Old-age assistance		Aid to dependent children	
	Number	Number per 1,000 open cases	Number	Number per 1,000 open cases
Total.....	9,102	6	8,594	29
Alabama.....	253	9	212	31
Arkansas.....	365	13	255	38
California.....	(¹)	(¹)	136	12
Colorado.....	44	1	202	35
Delaware.....	15	7	8	21
District of Columbia.....	3	1	30	25
Georgia.....	800	10	138	26
Idaho.....	54	5	86	31
Illinois.....	435	3	424	14
Iowa.....	166	3		
Kansas.....	122	4	106	16
Kentucky.....	486	9	0	0
Louisiana.....	642	16	799	52
Maine.....	19	1	31	16
Maryland.....	16	1	123	24
Massachusetts.....	80	1	(¹)	
Michigan.....	488	5	215	11
Minnesota.....	241	4	190	21
Mississippi.....	591	21	206	66
Missouri.....	549	5	416	28
Montana.....	79	6	108	43
Nebraska.....	176	6	175	35
North Dakota.....	74	7	87	36
Oklahoma.....	429	5	629	33
Pennsylvania.....	387	4	2,040	45
Rhode Island.....	3	(²)	97	67
South Carolina.....	341	15	156	35
South Dakota.....	87	6	47	23
Tennessee.....	358	8	270	18
Texas.....	1,236	6	468	31
Utah.....	20	1	58	19
Vermont.....	(¹)		16	21
Virginia.....	104	5	51	10
West Virginia.....	418	18	736	64
Wyoming.....	20	5	22	30

¹ Data not available.

² Less than 1 person per 1,000 open cases.

Statistics for the United States

Public assistance payments of \$78.1 million were made during October for the special types of assistance and general assistance in the continental United States (table 1); a year earlier all public aid, including earnings under the Federal work programs, totaled \$103.8 million. With the exception of August, assistance payments have increased each month since June, when payments under the WPA and NYA were reported for the last time. The declines in number of recipients under each program, begun some months ago, continued in October, but payments for old-age assistance and aid to the blind increased. Average payments continued to increase under each program.

Old-age assistance represented 72 percent of

total assistance payments during October; aid to dependent children, 15 percent; aid to the blind, 3 percent; and general assistance, 10 percent. Payments under Federal-State programs constituted 89 percent of all assistance payments. The program for aid to the blind in Illinois was added during the month to the programs operating under Federal-State agreements.

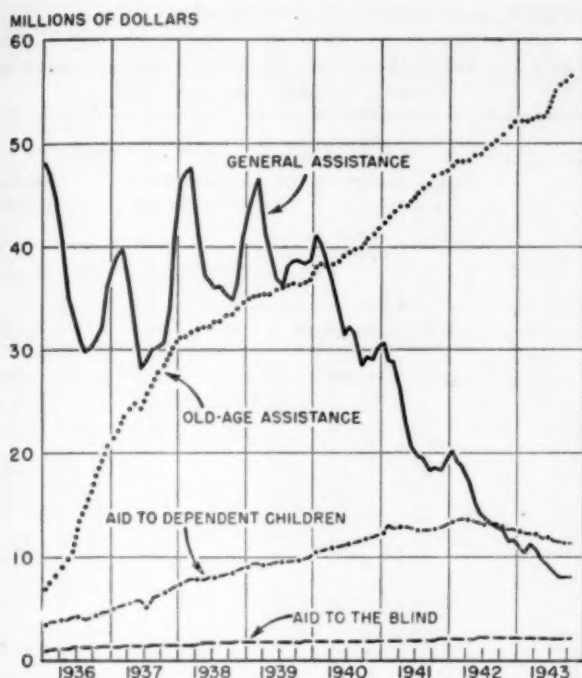
Old-age assistance.—For the sixteenth consecutive month the number of recipients declined less than 1 percent from the previous month (table 3); except for 2 months, the amount of payments has been increasing during this period. From June 1942 to October 1943 the number of recipients dropped 95,000, total monthly payments increased

Table 1.—Public assistance in the continental United States and in all States with plans approved by the Social Security Board, by month, October 1942–October 1943¹

Year and month	Continental United States						States with approved plans					
	Total	Special types of public assistance				General assistance	Total	Old-age assistance	Aid to dependent children		Aid to the blind	
		Old-age assistance	Aid to dependent children		Aid to the blind							
			Families	Children					Families	Children		
Number of recipients												
1942												
October.....		2,241,760	373,886	899,136	78,942	503,000		2,244,921	371,063	893,072	54,583	
November.....		2,233,610	365,108	878,669	78,753	469,000		2,236,746	362,396	872,724	54,449	
December.....		2,226,731	348,206	848,673	79,041	462,000		2,229,839	345,486	842,767	54,643	
1943												
January.....		2,211,606	341,852	830,173	78,617	446,000		2,214,692	339,625	825,939	54,507	
February.....		2,200,128	334,558	814,740	78,219	430,000		2,203,191	332,318	810,363	54,423	
March.....		2,191,537	327,365	796,590	78,017	418,000		2,194,580	325,184	792,293	54,219	
April.....		2,179,351	320,245	780,926	77,850	396,000		2,182,378	318,090	776,695	54,022	
May.....		2,169,881	312,728	763,828	77,403	375,000		2,172,885	310,611	759,680	53,798	
June.....		2,167,131	304,704	747,203	77,610	354,000		2,170,115	302,620	743,107	53,751	
July.....		2,161,624	296,076	728,247	77,201	325,000		2,164,585	294,033	724,245	53,600	
August.....		2,161,169	290,204	709,825	76,923	312,000		2,164,133	288,225	705,876	53,538	
September.....		2,155,522	284,858	704,398	76,546	304,000		2,158,475	282,923	700,637	53,437	
October.....		2,155,001	280,273	694,163	76,137	297,000		2,157,933	278,384	690,418	53,833	
Amount of assistance												
1942												
October.....	\$78,391,750	\$50,915,200	\$12,838,862		\$2,083,679	\$12,554,000	\$65,138,091	\$50,987,105	\$12,791,702		\$1,359,284	
November.....	77,931,397	51,731,397	12,582,505		2,084,495	11,533,000	65,706,431	51,803,246	12,537,023		1,366,162	
December.....	78,491,353	52,177,830	12,624,436		2,100,087	11,589,000	66,203,056	52,249,679	12,579,609		1,373,708	
1943												
January.....	77,567,022	52,170,687	12,426,005		2,084,330	10,886,000	66,011,372	52,242,603	12,398,768		1,370,001	
February.....	76,855,921	52,169,186	12,210,029		2,065,706	10,411,000	65,799,894	52,240,902	12,183,794		1,375,198	
March.....	77,852,154	52,306,368	12,218,525		2,085,261	11,242,000	65,951,076	52,378,022	12,191,012		1,382,042	
April.....	77,287,392	52,522,194	12,120,883		2,086,315	10,558,000	66,075,144	52,594,053	12,095,943		1,385,148	
May.....	76,391,335	52,824,980	11,852,045		2,093,310	9,621,000	66,112,832	52,897,984	11,825,063		1,389,785	
June.....	76,656,453	53,483,027	11,793,836		2,101,590	9,278,000	66,720,403	53,554,693	11,768,363		1,397,347	
July.....	77,298,758	55,085,509	11,547,102		2,119,147	8,547,000	68,084,369	55,157,411	11,523,128		1,403,830	
August.....	77,249,996	55,672,166	11,404,418		2,119,412	8,054,000	68,536,451	55,744,357	11,382,143		1,409,951	
September.....	77,503,880	55,979,830	11,318,959		2,112,091	8,093,000	68,766,920	56,052,049	11,298,225		1,416,646	
October.....	78,080,154	56,580,954	11,312,545		2,123,655	8,063,000	69,576,831	56,653,362	11,291,506		1,631,963	

¹ Partly estimated and subject to revision. For January 1933–September 1942 data, see the Bulletin, February 1943, pp. 23–26; for definitions of terms, see the September 1941 issue, pp. 50–51.

Chart 1.—Payments to recipients of public assistance in the continental United States, January 1936–October 1943



\$7.5 million, and the average payment per recipient increased \$4.42.

Only 15 States reported more recipients in October than in the preceding month; no increase except Alabama's was more than 1 percent. In contrast, 40 States reported increases in total assistance payments. Changes from October 1942 show 45 States with fewer recipients, including 8 States in which the drop amounted to 10 percent or more. Total payments decreased in only 10 States. The increases amounted to more than 25 percent in 11 States, including Alabama where total payments more than doubled over the 12-month period.

Aid to dependent children.—The number of families receiving assistance decreased 1.6 percent from the preceding month, continuing the uninterrupted monthly decline begun in April 1942. Over this 19-month period the decrease has amounted to 122,000 families, or 30 percent. Payments also declined in each month, with 3 exceptions; the decline over the period was \$2.2 million, or 17 percent.

All but 9 States shared in the September-

October decline in number of families; only Illinois, Kentucky, and Mississippi reported an

Table 2.—General assistance: Cases and payments to cases, by State, October 1943¹

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	September 1943 in—		October 1942 in—	
				Number	Amount	Number	Amount
Total ²	297,000	\$8,080,000	\$27.16	-2.4	-0.4	-41.0	-35.7
Ala.	2,486	29,560	11.89	+7.9	+16.9	+7.8	+38.2
Alaska	112	2,560	22.86	(³)	(³)	(³)	(³)
Ariz.	2,091	54,183	25.91	-4	+7	-14.8	-6.4
Ark.	2,885	24,141	8.37	-1.0	+7	-22.0	+2.6
Calif.	12,118	359,182	29.64	-2.4	-1.0	-37.0	-19.9
Colo.	4,421	111,162	25.14	+2	+6.2	(³)	-9.0
Conn.	2,981	90,456	30.34	-2.7	-1.5	-30.5	-26.5
Del.	327	7,589	23.21	-3.8	-1.9	-30.0	-22.7
D. C.	878	22,203	25.29	-1.7	+1.7	-34.6	-35.4
Fla.	5,000	40,000					
Ga.	3,137	31,383	10.00	(³)	+4.3	-30.8	-13.2
Hawaii	598	14,884	24.89	0	-6	-17.5	-4.4
Idaho	682	11,997	17.59	-4.3	-4.2	-32.2	-23.4
Ill.	35,785	1,106,060	30.91	-3.0	+4.5	-42.1	-36.1
Ind.	7,219	141,591	19.61	-1.7	+5.1	-44.4	-28.7
Iowa	6,108	110,603	18.11	-2.5	+1.9	-42.3	-36.9
Kans.	4,072	98,259	24.13	-3.2	+6	-38.5	-22.1
Ky.	2,500	85,000					
La.	5,415	111,077	20.51	+1.7	+3.3	+84.2	+90.0
Maine	2,269	88,971	25.99	-2.4	+3.4	-34.3	-29.3
Md.	4,482	125,821	28.07	-2.8	+1.2	-21.7	-7.7
Mass.	15,178	456,708	30.09	-2.5	+2.9	-36.0	-26.2
Mich.	11,671	349,120	29.91	-1.7	-7.9	-44.2	-31.5
Minn.	6,838	175,238	25.63	-6.7	+3.0	-44.1	-32.1
Miss.	443	2,594	6.53	+2	+8.0	-14.6	+1.0
Mo.	6,738	144,000	21.37	+1.7	-2.3	-44.5	-34.1
Mont.	1,187	23,850	20.09	-2.9	-1.3	-27.4	-14.5
Nebr.	2,020	34,441	17.05	-4.6	+6.2	-42.6	-23.9
Nev.	296	4,397	14.85	-8.8	0	-38.9	-22.0
N. H.	1,644	41,934	25.51	-7	-2	-34.2	-28.6
N. J.	7,522	224,527	29.85	-4.3	+4.1	-45.8	-32.5
N. Mex.	1,092	16,208	14.84	-7.2	-18.9	-8.8	-1.8
N. Y.	56,676	2,320,181	40.94	-4.1	-4.1	-54.6	-50.7
N. C.	2,693	23,164	8.60	-2	-5	-18.5	-9.8
N. Dak.	884	18,292	20.69	-3.7	-7	-33.8	-15.8
Ohio	12,869	323,541	25.14	-2.6	+2.5	-50.6	-37.3
Okl.	4,682	27,242	(¹⁰)	(¹⁰)	-1.2	(¹⁰)	-32.1
Oreg.	2,721	90,606	33.30	-3.1	-7	-15.2	+16.9
Pa.	26,887	591,585	22.00	-2.9	-3.9	-36.0	-31.1
R. I.	1,826	69,694	38.17	-1.9	+8.8	-33.0	-31.8
S. C.	2,438	24,356	9.99	+1.8	+4.5	-1.3	+18.8
S. Dak.	1,001	17,941	17.92	-12.6	+1.6	-41.4	-30.6
Tenn.	1,300	9,000					
Tex.	3,300	48,000					
Utah	1,593	60,152	37.76	+1	+2.6	-30.1	-5.0
Vt.	966	20,173	20.88	+1.2	+5.2	-16.6	-17.0
Va.	3,647	46,717	12.81	+4	+2.8	-10.9	+6.4
Wash.	5,907	213,399	36.13	+1	+1.5	+24.0	+85.9
W. Va.	3,845	45,560	11.85	+5.3	+15.0	-59.7	-54.2
Wis.	6,633	151,744	22.88	-1.7	+1.8	-45.0	-44.4
Wyo.	424	9,683	22.84	-9	+4	-31.1	-17.0

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-51.

² Partly estimated; does not represent sum of State figures, because Indiana and New Jersey data have been estimated to exclude cases and payments for medical care, hospitalization, and burial only, and cases aided in Oklahoma have been estimated to exclude duplication.

³ Comparable data not available.

⁴ State program only; excludes program administered by local officials.

⁵ Estimated.

⁶ Decrease of less than 0.05 percent.

⁷ Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents approximately 70 percent of total.

⁸ Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

⁹ Includes cases receiving medical care only; number believed by State agency to be insignificant.

¹⁰ Represents 1,922 cases aided by county commissioners, and 2,760 cases aided under program administered by State board of public welfare; amount of duplication believed to be large; average per case and percentage change in number of cases cannot be computed.

increase over the number in October 1942. In 24 States the decline over the year amounted to more than one-fourth. Total payments in 24 States were higher than in the preceding month, and in 12 States were above October 1942 levels.

Aid to the blind.—The number of recipients continued the downward trend for the fourth consecutive month, but payments, following the decline in September, increased in October. The

Table 3.—Old-age assistance: Recipients and payments to recipients, by State, October 1943¹

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	September 1943 in—		October 1942 in—	
				Number	Amount	Number	Amount
Total²	2,157,933	\$56,653,362	\$26.25	(7)	+1.1	-3.9	+11.1
Ala.	25,676	415,445	16.18	+15.5	+71.9	+19.6	+103.2
Alaska	1,438	44,516	30.96	-1.1	-1	-7.1	-3.2
Ark.	9,609	362,718	37.75	+1	+4	+2	+8.6
Calif.	26,123	395,088	15.16	-1	+2.3	+5.1	+70.9
Calif. ³	156,125	7,377,974	47.26	+1.0	+9	+5	+30.0
Colo.	41,457	1,706,174	41.16	-1	-1	-2.2	+8.7
Conn.	15,192	472,705	31.12	-1	-6	-12.0	-7.9
Del.	1,753	23,661	13.50	-1.7	-1.6	-21.1	-18.2
D. C.	3,037	84,694	27.89	-8	-4	-11.8	-9.7
Fla.	40,173	630,592	15.70	-5	+3.0	-7.9	+8
Ga.	70,490	722,488	10.25	+7	+1.6	+1.7	+14.9
Hawaii	1,494	27,892	18.67	-3	+9	-7.4	+7.7
Idaho	9,673	262,075	27.09	-3	-3	-1.1	+7
Ill.	145,298	4,231,914	29.13	-3	+1	-3.8	+2.6
Ind.	62,891	1,442,016	22.93	-6	+2	-10.0	+1.0
Iowa	53,450	1,377,664	25.77	-3	+1.6	-4.4	+12.7
Kans.	29,567	793,968	26.85	-2	+2.9	-4.2	+8.4
Ky.	53,997	561,612	10.40	+9	+1.2	-4	+2.1
La.	37,181	767,886	20.65	(7)	+8	-9	+46.6
Maine	15,553	374,837	24.10	-3	+1.2	-3.7	+7.8
Md.	13,461	306,837	22.79	-8	+6	-13.9	-8
Mass.	78,853	3,051,029	38.69	-1.4	+5	-8.1	+5.6
Mich.	87,934	2,479,057	28.19	(7)	+3	-3.1	+34.8
Minn.	59,568	1,610,971	27.04	-3	+1.4	-4.9	+13.5
Miss.	25,432	229,807	9.43	+4	+1.1	-4.6	-5
Mo.	107,163	2,229,513	20.80	-2	+5	-5.9	+42.6
Mont.	11,628	305,545	26.28	-4	+7	-5.8	+6.6
Nebr.	26,475	671,068	25.35	-5	(7)	-8.5	+11.5
Nev.	2,049	74,208	36.22	+5	+5.4	-5.1	+10.7
N. H.	6,866	182,794	26.62	+2	+9	-5.5	+9.1
N. J.	25,796	684,363	26.53	-1.0	+5	-12.0	+6
N. Mex.	5,161	152,556	29.56	+7	+6	-2	+71.9
N. Y.	113,947	3,565,226	31.29	-7	+2.4	-3.0	+5.2
N. C.	35,672	382,207	10.71	-7	-6	-8.9	-5.8
N. Dak.	9,059	227,700	25.14	0	+5	-3.5	+28.4
Ohio	131,697	3,653,632	27.74	-5	-2	-5.1	-1.8
Okl.	77,092	1,837,941	23.84	(7)	+3.2	-1.4	+13.9
Oreg.	19,577	571,664	29.20	+2	+1.3	-7.5	+11.4
Pa.	88,940	2,502,795	28.14	-4	(7)	-7.2	+6.2
R. I.	7,315	212,998	29.12	+1	+2.2	-1.4	+17.1
S. C.	20,972	272,400	12.99	+1	+1.6	-2.0	+25.1
S. Dak.	13,759	298,017	21.66	-6	-2	-5.9	+5.1
Tenn.	38,906	590,080	15.40	(7)	+1	-4.1	+19.5
Tex.	181,191	3,753,827	20.72	-2	+5	+9	+17.7
Utah	13,717	502,559	36.64	+1	+2	-4.5	+29.5
Vt.	5,414	104,319	19.27	+3	+1.3	-4	+7.3
Va.	17,230	197,140	11.44	-6	+6	-11.0	-2.6
Wash.	61,016	2,260,216	37.04	-2	+7	-4.4	+5.0
W. Va.	18,988	245,912	12.95	-1.0	+9	-18.0	-39.5
Wis.	49,496	1,296,095	26.19	-5	+3	-7.0	+1.5
Wyo.	3,382	105,117	31.08	-8	-9	-3.6	+12.4

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-51.

² All 51 States have plans approved by Social Security Board.

³ Decrease of less than 0.05 percent.

⁴ Includes \$102,686 incurred for payments to 2,486 recipients aged 60 but under 65 years.

⁵ Increase of less than 0.05 percent.

changes, however, were relatively small. In comparison with October 1942, there was a decrease of 3.5 percent in the number of recipients, while payments increased 1.9 percent.

Table 4.—Aid to the blind: Recipients and payments to recipients, by State, October 1943¹

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	September 1943 in—		October 1942 in—	
				Number	Amount	Number	Amount
Total	76,215	\$2,125,320	\$27.89	-0.5	+0.5	-3.5	+1.9
Total, 46 States²	59,833	1,631,963	27.28	+12.0	+15.2	+9.6	+26.1
Ala.	658	9,224	14.02	+1.1	+21.0	+1.4	+42.2
Ark.	392	14,534	37.08	+5	+1.1	-6.4	+2.5
Calif.	1,197	20,582	17.19	+5	+2.3	+2.7	+67.0
Calif. ³	6,482	305,823	47.18	-6	-5	-8.2	-7.7
Colo.	561	19,578	34.90	-9	-9	-11.8	-5.6
Conn.	156	4,908	32.04	+1.3	-6	-22.0	-15.4
D. C.	258	8,920	34.57	-2.6	-2.4	-11.6	-8.9
Fla.	2,402	41,116	17.12	-6	+3.2	-12.0	-1.5
Ga.	2,175	28,704	13.20	-4	+2	+1.2	+12.5
Hawaii	78	1,665	21.35	(7)	(7)	(7)	(7)
Idaho	237	6,833	28.83	-1.2	-5	-14.7	-9.2
Ill.	6,495	199,533	30.72	-4.3	-2.4	-12.1	-12.7
Ind.	2,328	69,569	29.88	-3	+9	-1.3	+6.1
Iowa	1,473	46,191	31.36	-2	+1	-4.4	+7.8
Kans.	1,207	34,404	28.50	+3	+3.0	-7.6	+3.9
Ky.	1,405	17,148	12.20	+4.3	+4.1	(7)	(7)
La.	1,462	36,360	24.87	+4	+1.4	+4.4	+68.0
Maine	930	23,480	25.25	-1.2	+4	-10.6	-1.3
Md.	477	12,412	26.02	-2.3	-2.1	-17.8	-7.1
Mass.	966	31,579	32.69	-9	+10.6	-10.6	+16.1
Mich.	1,296	41,925	32.35	+6	+1.2	-5.8	+14.3
Minn.	979	31,278	31.95	-3	+1.1	-5.5	+6.5
Miss.	1,372	15,214	11.09	+1	+9	+1.1	+5.3
Mo.	3,090	7,657,000	24.78	-1.9	-1.3	-2.9	+0.5
Mont.	304	8,568	28.18	-8	-6	-14.8	-3.9
Nebr.	609	15,030	24.68	-8	-6	-14.8	-3.9
Nev.	28	1,890	(7)	(7)	(7)	(7)	(7)
N. H.	291	7,880	27.08	-1.0	+1.6	-11.0	+2.1
N. J.	606	16,919	27.92	0	+1.3	-13.3	-4.4
N. Mex.	254	7,757	30.54	+8	+1.0	+5.4	+56.9
N. Y.	2,715	90,004	33.15	(7)	+1.2	-3.6	+1.1
N. C.	2,219	34,913	15.73	-1	+7	-8	+2.3
N. Dak.	127	3,198	25.18	-8	-1	-6.6	+9.6
Ohio	3,407	82,492	24.21	-1.2	-1	-12.0	-1.1
Okl.	1,978	52,389	26.59	-8	+3.5	-8.1	+4.1
Oreg.	387	14,233	36.78	+3	+1.0	-12.6	+9.6
Pa.	15,356	599,157	39.39	-7	+2	-5.8	-5.6
R. I.	90	2,460	27.33	(7)	(7)	(7)	(7)
S. C.	510	13,335	16.46	-7	+2.6	-2	+60.5
S. Dak.	240	4,390	18.33	+1.3	+7	-7.0	+9.9
Tenn.	1,569	30,954	19.73	-6	+6.5	-5.9	+47.8
Tex.	4,583	112,493	24.55	+1.5	+2.0	+22.9	+30.8
Utah	129	5,130	39.77	+4.0	+4.8	-21.8	+10.3
Vt.	123	3,742	30.42	-1.3	-5	-3.2	+5.3
Va.	1,004	14,599	14.54	-3	+1.3	-5.4	+5.2
Wash.	741	28,049	37.85	-2.4	-2.1	-21.0	-16.6
W. Va.	873	14,826	16.98	-1	+1.7	-14.2	-35.0
Wis.	1,643	43,310	26.36	-2.0	-7	-12.1	-5.3
Wyo.	116	4,013	34.59	-2.5	-2.4	-12.1	+1.7

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-51. Figures in italics represent programs administered without Federal participation. Delaware and Alaska do not administer aid to the blind.

² Total for States with plans approved by Social Security Board. Recent approval of Illinois plan caused unusually large percentage changes in October data.

³ Includes program administered without Federal participation.

⁴ Not computed. Average payment not calculated on base of less than 50 recipients; percentage changes, on less than 100 recipients.

⁵ October 1943 was first month of operation under approved plan. Percentage changes based on program administered under State law without Federal participation.

⁶ No program in operation in October 1942.

⁷ Estimated.

⁸ Decrease of less than 0.05 percent.

General assistance.—Continuing the uninterrupted downward trend which began in February 1942, the number of cases receiving assistance declined 2.4 percent from the preceding month. Over the 21-month period the drop amounted to 539,000 cases or 64 percent. Payments decreased less than 1 percent in October.

During the year October 1942–October 1943, recipients dropped 41 percent and total payments nearly 36 percent. Of the States reporting complete data, only Alabama, Louisiana, and Washington reported increases in number of recipients and 22 States reported declines amounting to more than one-third of the case load.

Table 5.—Aid to dependent children: Recipients and payments to recipients, by State, October 1943¹

State	Number of recipients		Payments to recipients		Percentage change from—					
	Families	Children	Total amount	Average per family	September 1943 in—			October 1942 in—		
					Number of—		Amount	Number of—		Amount
					Families	Children		Families	Children	
Total.....	280,880	696,092	\$11,344,437	\$40.39	-1.6	-1.5	-0.1	-25.0	-22.8	-11.9
Total, 48 States ²	278,384	690,418	11,291,506	40.56	-1.6	-1.4	-0.1	-25.0	-22.7	-11.7
Alabama.....	4,567	12,602	97,712	21.40	+2.4	+2.4	+12.0	-14.9	-17.7	+14.1
Alaska.....	38	183	1,974	(7)	(7)	(7)	(7)	(7)	(7)	(7)
Arizona.....	1,536	4,334	50,917	37.06	-2.0	-2.7	-2.1	-25.8	-23.4	-20.0
Arkansas.....	5,143	13,313	122,922	23.90	-2.0	-1.5	+1.1	-14.5	-16.1	+32.2
California.....	6,967	17,549	484,044	69.28	+3	+1.6	+1.2	-38.7	-36.0	-23.1
Colorado.....	3,680	9,775	128,908	35.03	-2.0	-1.5	-1.0	-30.8	-26.0	-22.2
Connecticut.....	1,800	4,759	121,423	65.28	-1.3	-6	+4	-9.9	-10.9	-1.8
Delaware.....	241	663	11,594	48.11	-1.2	+3	+2.7	-37.9	-37.5	-15.7
District of Columbia.....	697	2,119	28,230	40.50	-2.8	-2.7	+8	-33.6	-34.3	-20.2
Florida ³	3,842	8,773	95,604	24.88	-1.0	-1.6	-9	-28.6	-28.4	-27.0
Georgia.....	4,136	10,051	99,506	24.07	-6	-6	-3	-11.0	-11.0	-6.3
Hawaii.....	578	1,806	29,918	51.76	-5	-1.1	+1.5	-21.4	-20.8	-5.6
Idaho.....	1,772	4,776	63,169	35.65	-3.2	-3.1	-3.6	-31.0	-28.5	-28.8
Illinois.....	24,592	56,007	794,540	32.31	-2.0	-1.8	-1.9	+5.0	+6.9	+1.4
Indiana.....	8,971	19,838	300,875	33.54	-3.2	-2.7	-2.5	-34.2	-31.2	-30.2
Iowa.....	5,379	13,358	48,786	40.51	-1.7	-2.0	+1.9	-31.1	-29.4	-17.9
Kansas.....	4,185	10,427	184,305	44.04	-3.7	-3.5	-1.0	-31.1	-29.4	-18.6
Kentucky.....	2,769	8,051	68,447	24.72	+8.9	+9.2	+8.4	+544.0	+455.2	+309.9
Louisiana.....	11,096	28,386	406,366	36.62	-1.6	-1.7	-2	-10.5	-19.7	+7.8
Maine.....	1,526	4,270	75,276	49.33	-1.4	-2.6	-1	-12.8	-13.4	-4
Maryland.....	3,158	8,919	110,232	34.91	-2.9	-2.6	-3.4	-32.1	-31.2	-29.2
Massachusetts.....	7,567	18,637	532,354	70.35	-1.6	-1.8	+1.6	-27.8	-26.5	-18.2
Michigan.....	14,027	33,320	798,953	56.96	-2.2	-2.6	-2.6	-26.1	-24.3	-2.5
Minnesota.....	6,041	14,927	234,674	38.85	-1.9	-1.9	-7	-27.4	-25.7	-20.4
Mississippi.....	2,629	6,713	54,206	20.62	+4	+6	+6	+3.6	+3.3	+6.1
Missouri.....	11,459	27,675	366,730	32.00	-1.7	-1.4	-1.5	-17.3	-13.0	-13.2
Montana.....	1,600	3,912	51,768	32.36	-2.9	-4.5	-3.2	-31.8	-33.2	-29.9
Nebraska.....	3,290	7,562	107,134	32.56	-2.1	-2.1	-2.2	-31.8	-30.9	-29.7
Nevada.....	89	183	2,182	24.57	(7)	(7)	(7)	-17.8	-20.2	-20.4
New Hampshire.....	738	1,883	41,657	56.45	+4	+7	+1.3	-13.6	-12.6	-1.7
New Jersey.....	4,418	10,487	191,351	43.31	-3.7	-3.2	+1	-40.7	-38.5	-19.6
New Mexico.....	2,251	6,536	96,540	42.89	+3	+1	+1.9	-8.0	-8.4	+27.6
New York.....	18,746	41,626	1,217,782	64.96	+4	+1.2	+1.0	-28.3	-20.6	-11.0
North Carolina.....	7,104	16,970	132,487	18.65	-2.6	-1.6	-1.8	-24.3	-22.7	-18.0
North Dakota.....	1,803	5,041	70,351	39.02	-2.3	-2.2	-1.1	-21.2	-20.4	-6.4
Ohio.....	8,880	23,675	425,728	47.94	-1.7	-2.5	+2	-19.1	-17.7	-2.1
Oklahoma.....	14,445	34,292	413,996	28.66	-1.5	-1.4	+3.4	-20.7	-21.0	+9
Oregon.....	1,230	2,965	77,495	63.00	-1.5	-1.5	+9	-30.4	-28.9	-9.5
Pennsylvania.....	26,997	70,103	1,406,758	52.11	-2.4	-2.3	-2.4	-36.5	-34.2	-25.3
Rhode Island.....	1,107	2,990	69,909	63.18	+1	+2	+1.7	-9.4	-11.2	+3.8
South Carolina.....	3,443	10,238	73,041	21.21	-1.1	-1.0	+3	-11.6	-9.5	+17.8
South Dakota.....	1,633	3,847	51,364	31.45	-1.7	-1.3	-1.2	-11.7	-12.0	-3.8
Tennessee.....	11,751	30,132	338,454	28.80	-1.5	-1.2	+12.7	-14.6	-13.0	+26.2
Texas.....	10,720	23,696	227,806	21.25	-2.7	-2.8	-2.7	-50.3	-46.4	(7)
Utah.....	1,941	5,151	127,666	65.77	-5	-1.1	+3.8	-30.4	-29.6	-1.8
Vermont.....	610	1,564	19,988	32.77	-3.3	-3.0	-2.0	-11.5	-14.6	-12.0
Virginia.....	3,893	10,988	91,227	23.43	-5	-6	+1.5	-18.8	-23.2	-8.3
Washington.....	3,184	7,792	243,120	76.37	(7)	+3	+2.0	-22.8	-23.1	+23.2
West Virginia.....	7,852	22,036	186,146	23.71	-3.5	-3.1	-1.1	-34.8	-32.1	-50.2
Wisconsin.....	7,257	17,436	344,849	47.52	-1.8	-2.0	-1.0	-27.8	-28.0	-16.9
Wyoming.....	430	1,167	17,857	41.53	-2.7	-2.2	-1.9	-32.4	-31.0	-18.9

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-51. Figures in italics represent programs administered without Federal participation.

² Total for States with plans approved by Social Security Board.

³ Not computed. Average payment not calculated on base of less than 50 families; percentage change, on less than 100 families.

⁴ Includes program administered without Federal participation.

⁵ Plan approved as of July 1, 1943, but under State law no payments can be made under approved plan before Jan. 1, 1944.

⁶ Partly estimated.

⁷ No approved plan for October 1942. Percentage change based on program administered without Federal participation.

⁸ In addition, in 54 counties payments amounting to \$4,592 were made from local funds without State or Federal participation to 245 families, in behalf of 479 children under State mothers' pension law; some of these families also received aid under approved plan.

⁹ Decrease of less than 0.05 percent.

¹⁰ Increase of less than 0.05 percent.

EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY • PROGRAM DIVISION

Operations of the Unemployment Compensation Program

October activities.—Benefits paid to unemployed workers dropped to \$3.5 million in October, 20 percent less than the previous record low established in September. More than three-fourths of the States shared in the decline, and in 10 of them disbursements fell off more than 30 percent from the preceding month. Throughout the States, benefit loads were far below the levels of the same period in previous years; and in all but 6 States—Arkansas, the District of Columbia, Kansas, Nebraska, Nevada, and West Virginia—benefit expenditures were less than half those in October 1942. Until December 1942, New York State alone paid monthly benefits equal to or exceeding the national total of \$3.5 million expended during October. For the first month since New York began to pay benefits, that State's monthly outlay was less than \$1 million; the \$800,600 paid during the month represented only about one-eighth the amount for October 1942.

A slight increase—6.4 percent—in claims filed by newly unemployed workers is reflected in the 95,800 initial claims received in local offices throughout the Nation. Initial-claim receipts, however, normally increase in the first month of a

Chart 1.—Number of initial and continued claims received in local offices, January 1940–October 1943

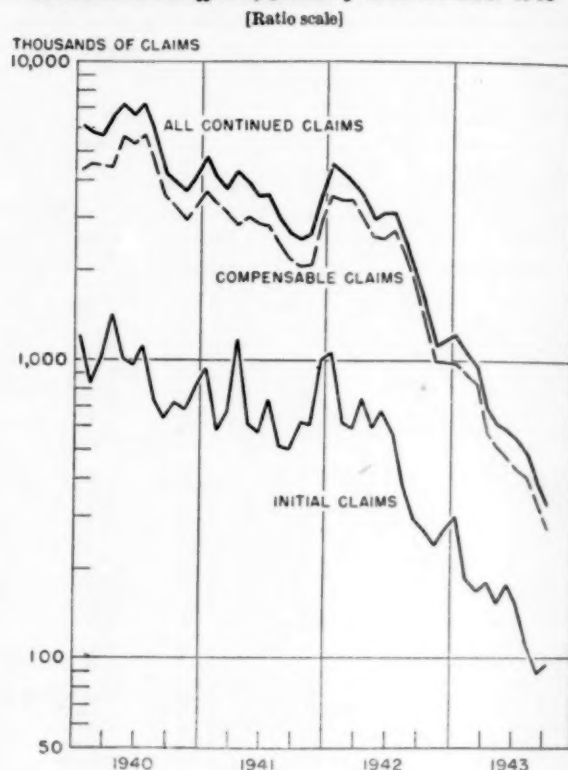


Table 1.—Summary of unemployment compensation operations, October and January–October, 1943

Item	October 1943			January–October 1943		
	Number or amount	Percentage change from—		Number or amount	Percentage change from—	
		September 1943	October 1942		January–October 1942	January–October 1941
Initial claims ¹	95,761	+6.4	—64.6	1,621,006	—72.1	—76.6
Continued claims ¹	329,552	—15.3	—78.3	6,883,873	—78.1	—80.9
Waiting-period	57,006	—2.2	—65.8	1,197,944	—75.0	—84.3
Compensable	272,546	—17.6	—79.8	5,685,929	—78.7	—80.0
Weeks compensated	254,507	—20.6	—81.2	5,448,884	—79.3	—80.4
Total unemployment	228,904	—20.7	—81.8	4,890,468	—79.8	—80.7
Part-total unemployment ²	6,723	³ —24.8	⁴ —78.0	147,073	⁴ —79.7	—
Partial unemployment ³	16,497	³ —19.1	⁴ —76.6	318,016	⁴ —77.3	⁴ —79.6
Weekly average beneficiaries for month	60,719	—18.6	—80.4			
Gross benefits paid	\$ 3,546,491	—20.0	—79.0	\$ 72,237,506	—77.6	—75.7
Net benefits paid since benefits first payable	\$2,104,277,696					
Funds available for benefits as of October 31	\$4,496,996,507	+3.0	+39.4			

¹ Excludes Alaska and Hawaii for October; data not reported.

² Excludes New York because data not reported, and Montana and Pennsylvania, which have no provisions for partial and part-total unemployment.

³ Based on 48 States reporting this type of payment during both periods.

⁴ Based on 47 States reporting this type of payment during both periods.

⁵ Based on 31 States reporting comparable data.

⁶ Excludes \$412 resulting from review of 1938–41 seasonal claims in Oregon.

⁷ Excludes \$77,306 resulting from review of 1938–41 seasonal claims in Oregon.

new quarter in a number of States. Although more than half the States reported expanded initial-claim loads, and the rates of increase ranged to as much as 84 percent in Delaware and about 72 percent in both Florida and Indiana, the actual number filed in most States was relatively small, amounting to less than 1,000 claims in 12 of the States which reported increases.

Only 4 States—Arkansas, the District of Columbia, Maine, and Oregon—handled more initial claims than in October 1942; these increases were, however, substantial—27, 22, 53, and 14 percent, respectively. As in the previous month, fewer than 50 initial claims were received in Idaho, Montana, Nevada, North Dakota, and Wyoming.

Table 2.—Initial and continued claims received in local offices, by State, October 1943

[Data reported by State agencies, corrected to Nov. 24, 1943]

Social Security Board region and State	Initial claims					Continued claims				
	Number	Percentage change from—		New ¹	Additional ¹	Number	Percentage change from—		Waiting- period	Compensable
		September 1943	October 1942				September 1943	October 1942		
Total ²	95,761	+6.4	-64.6			329,552	-15.3	-78.3	57,096	272,546
Region I:										
Connecticut.....	1,336	-8.9	-59.7	1,074	262	2,500	-14.3	-80.3	603	1,897
Maine.....	1,270	+68.7	+53.2	664	606	2,404	+15.0	-61.8	476	1,925
Massachusetts.....	4,590	+8.2	-53.4	2,222	2,374	11,868	-7.6	-73.8	2,074	9,794
New Hampshire.....	508	-13.3	-45.7	264	244	1,881	-30.9	-61.0	147	1,734
Rhode Island.....	1,376	-22.8	-59.2	883	496	5,493	-32.4	-75.4	292	5,201
Vermont.....	95	-1.1	-73.0	65	30	566	-3.6	-65.6	69	497
Region II-III:										
Delaware.....	147	+83.8	-41.9	120	27	317	+3.3	-76.6	32	285
New Jersey.....	7,596	+17.2	-54.2	4,295	3,301	24,066	-2	-70.3	4,431	19,635
New York.....	23,365	+11.9	-71.1	10,122	13,243	63,676	-17.1	-66.7	19,797	43,879
Pennsylvania.....	3,396	-12.8	-58.8	1,396	(³)	22,695	-17.2	-72.1	4,676	18,119
Region IV:										
District of Columbia.....	472	+15.4	+22.3	423	49	1,851	-10.7	-57.9	247	1,604
Maryland.....	685	-19.0	-39.1	1,685	(³)	3,969	+44.1	-67.4	545	3,424
North Carolina.....	497	-35.4	-80.8	393	104	2,298	-21.5	-90.7	268	2,030
Virginia.....	624	+1.0	-73.4	524	100	3,790	-24.9	-71.8	207	3,583
West Virginia.....	1,152	-17.2	-57.1	843	309	5,327	-21.6	-69.0	420	4,907
Region V:										
Kentucky.....	2,008	+42.1	-44.9	1,677	331	8,207	-1	-57.8	786	7,421
Michigan.....	3,430	+26.3	-74.8	2,725	705	6,266	-11.9	-88.8	820	5,446
Ohio.....	1,765	-5.3	-72.7	1,765	(³)	5,975	-27.3	-88.1	1,269	4,706
Region VI:										
Illinois.....	11,435	-16.8	-67.2	4,964	6,471	27,383	-30.9	-82.6	3,012	24,371
Indiana.....	2,336	+72.3	-42.7	1,236	(³)	8,561	-8.3	-66.4	1,418	7,143
Wisconsin.....	1,683	-30.4	-67.8	(³)	(³)	3,973	-23.6	-66.3	619	3,354
Region VII:										
Alabama.....	1,243	+11.6	-73.7	950	293	6,745	-26.7	-78.6	822	5,923
Florida.....	2,316	+72.6	-56.2	1,216	(³)	11,931	+29.9	-65.9	1,082	10,849
Georgia.....	951	+19.6	-82.6	657	294	5,313	-23.3	-83.6	1,122	4,191
Mississippi.....	504	-5.6	-45.4	425	79	2,490	-9.0	-54.1	287	2,203
South Carolina.....	1,515	+46.4	-54.2	1,200	225	6,395	-2.1	-55.0	1,070	5,325
Tennessee.....	1,947	+6.9	-55.2	1,574	373	13,528	-17.9	-61.7	1,226	12,302
Region VIII:										
Iowa.....	379	+21.5	-77.3	277	102	1,553	-34.0	-76.0	269	1,284
Minnesota.....	721	+19.8	-71.8	382	339	2,044	-25.2	-84.2	365	1,679
Nebraska.....	112	-29.1	-76.4	74	38	619	-39.0	-73.1	53	566
North Dakota.....	10	(³)	(³)	8	2	38	(³)	(³)	1	37
South Dakota.....	69	+11.3	-28.1	68	1	485	-8.8	-12.1	10	475
Region IX:										
Arkansas.....	1,073	+8.7	+27.4	925	148	7,264	-9.8	+4	470	6,794
Kansas.....	724	+4.0	-32.8	567	157	3,510	-29.4	-42.1	307	3,203
Missouri.....	3,051	+8.6	-71.0	2,328	723	9,967	-20.9	-82.1	1,740	8,227
Oklahoma.....	968	-3.3	-57.3	767	201	3,633	-7.5	-64.6	343	3,290
Region X:										
Louisiana.....	1,358	+10.4	-72.6	1,017	341	5,335	-26.6	-81.7	870	4,465
New Mexico.....	52	(³)	-69.4	50	2	220	-10.9	-77.7	6	214
Texas.....	1,789	-1.0	-53.3	(³)	(³)	10,178	-8.1	-57.6	719	9,459
Region XI:										
Colorado.....	322	+1.3	-44.3	243	79	1,114	-26.1	-55.8	91	1,023
Idaho.....	34	(³)	(³)	31	3	198	-51.8	-52.4	12	186
Montana.....	47	(³)	(³)	35	12	228	-5.8	-69.3	52	176
Utah.....	69	(³)	-74.9	58	11	444	+43.1	-55.1	11	433
Wyoming.....	10	(³)	(³)	9	1	48	(³)	(³)	2	46
Region XII:										
Arizona.....	197	+39.7	-67.3	180	17	690	+4.7	-77.0	39	651
California.....	6,818	+11.0	-58.3	3,977	2,841	20,793	-9.4	-68.1	3,726	17,067
Nevada.....	37	(³)	(³)	29	8	196	-25.9	-70.2	9	177
Oregon.....	307	+59.9	+14.1	162	145	698	+26.7	-45.4	83	605
Washington.....	363	+33.5	-47.1	289	74	849	+3.9	-56.2	111	738

¹ State procedures do not provide for filing additional claims in Florida, Indiana, Maryland, Ohio, and Pennsylvania.

² Excludes Alaska and Hawaii; data not reported.

³ Excludes all claims for partial unemployment.

⁴ Distribution by type of claim not available. In Wisconsin, provisions of State law are not comparable with those of other States.

⁵ Not computed, because fewer than 50 claims were reported in either or both periods.

Continued claims have declined in every month of 1943 except January, but the 15-percent decrease in October was somewhat smaller than the drop

from August to September. Only 8 States—Arizona, Delaware, Florida, Maine, Maryland, Oregon, Utah, and Washington—reported increases, which

Table 3.—Number of beneficiaries, number of weeks compensated, and amount of benefits paid, October 1943, and funds available for benefits as of October 31, 1943, by State

[Data reported by State agencies, corrected to Nov. 20, 1943]

Social Security Board region and State	Beneficiaries			Weeks compensated for specified types of unemployment				Benefits paid ¹			Funds available for benefits ² as of Oct. 31, 1943
	Average weekly number	Percentage change from—		All types	Total	Part-total ¹	Partial ¹	Amount	Percentage change from—		
		September 1943	October 1942						September 1943	October 1942	
Total.....	60,719	-18.6	-80.4	254,507	228,904	6,723	16,497	\$ 3,546,491	-20.0	-79.0	\$4,496,996,507
Region I:											
Connecticut.....	407	-10.5	-84.6	1,672	1,461	8	203	26,242	-15.2	-81.8	118,459,764
Maine.....	425	+3.7	-68.3	1,806	955	33	818	17,518	(⁵)	-66.6	23,057,692
Massachusetts.....	2,189	-12.1	-78.0	9,312	7,739	95	1,478	135,447	-20.1	-74.1	163,940,944
New Hampshire.....	395	-27.7	-60.2	1,667	1,329	2	336	17,660	-25.0	-53.5	15,707,267
Rhode Island.....	1,396	-26.4	-69.5	5,702	4,903	0	799	87,817	-30.6	-67.2	45,676,904
Vermont.....	113	-4.2	-59.1	469	448	6	15	5,101	-18.1	-55.4	8,460,963
Region II-III:											
Delaware.....	54	-11.5	-80.9	232	190	6	36	3,028	-9.8	-71.1	12,217,933
New Jersey.....	4,536	-7.1	-71.3	19,092	15,768	23	3,301	278,035	-12.6	-69.3	297,913,251
New York.....	12,683	-18.8	-88.0	52,111	49,728	(¹)	(¹)	800,582	-23.2	-87.0	563,647,167
Pennsylvania.....	4,032	-16.7	-71.0	16,686	16,686	(¹)	(¹)	248,621	-17.5	-67.1	433,578,875
Region IV:											
District of Columbia.....	513	-10.6	-46.2	2,223	2,137	78	8	37,385	-5.6	-32.9	39,380,383
Maryland.....	773	-5.0	-69.1	3,366	2,461	30	875	49,783	+3.4	-65.5	83,059,289
North Carolina.....	632	-15.1	-87.5	2,765	2,641	45	79	24,668	-5.7	-86.3	69,036,935
Virginia.....	919	-19.0	-68.3	3,915	3,769	96	50	47,407	-12.7	-60.6	45,829,783
West Virginia.....	1,093	-23.3	-60.0	4,359	3,633	0	726	66,849	-29.4	-46.8	48,330,894
Region V:											
Kentucky.....	1,294	-4.8	-56.2	5,842	5,181	367	294	54,792	+4.1	-51.5	62,151,372
Michigan.....	1,271	-12.9	-89.6	5,592	5,359	120	113	97,936	-14.2	-89.0	203,663,423
Ohio.....	1,080	-19.4	-89.8	4,306	3,933	90	283	54,417	-22.3	-88.5	327,357,978
Region VI:											
Illinois.....	6,084	-33.5	-83.6	25,433	20,551	1,905	2,977	368,946	-31.3	-82.5	369,754,657
Indiana.....	1,682	-17.3	-62.0	7,418	6,962	141	315	109,853	-12.6	-54.6	121,671,377
Wisconsin.....	644	-22.5	-66.2	2,660	2,280	124	256	33,138	-27.7	-67.1	108,057,641
Region VII:											
Alabama.....	1,388	-30.8	-75.4	5,886	5,216	654	16	64,532	-26.1	-74.1	45,060,819
Florida.....	1,638	+17.8	-75.8	7,157	6,919	162	76	79,306	+24.9	-75.1	30,524,732
Georgia.....	816	-29.0	-86.5	3,339	3,154	146	39	36,897	-26.0	-85.9	50,671,130
Mississippi.....	393	-5.0	-69.7	1,344	1,163	34	147	15,808	-2.9	-60.8	14,750,888
South Carolina.....	651	-13.8	-67.8	2,783	2,650	69	64	29,543	-13.8	-62.0	26,578,860
Tennessee.....	2,600	-14.9	-62.9	10,837	10,589	218	30	119,265	-18.3	-52.6	45,382,747
Region VIII:											
Iowa.....	218	-47.9	-76.1	1,014	952	60	2	10,251	-45.6	-76.1	37,860,332
Minnesota.....	364	-32.1	-83.9	1,377	1,209	100	68	17,171	-39.9	-84.5	49,870,075
Nebraska.....	151	-24.5	-52.7	649	557	35	57	7,851	-20.7	-39.2	17,171,144
North Dakota.....	6	(⁶)	(⁶)	24	16	3	5	223	+16.8	-91.3	3,546,289
South Dakota.....	20	(⁶)	(⁶)	89	81	4	4	890	-31.2	-64.8	5,078,401
Region IX:											
Arkansas.....	969	-29.3	-25.4	3,902	3,802	76	24	43,733	-31.1	-5.7	18,890,629
Kansas.....	796	-26.6	-15.2	3,398	3,191	186	21	43,745	-23.7	-2	34,068,466
Missouri.....	1,503	-19.8	-83.0	6,447	5,884	89	504	82,980	-18.9	-81.4	109,661,303
Oklahoma.....	496	-14.3	-65.4	2,190	1,950	217	23	31,172	-10.3	-59.4	32,786,774
Region X:											
Louisiana.....	719	-34.0	-87.2	3,137	2,883	100	154	42,025	-31.6	-84.6	45,606,016
New Mexico.....	14	(⁶)	(⁶)	53	51	0	2	680	-31.2	-85.1	6,398,777
Texas.....	917	-14.5	-74.7	3,870	3,692	178	0	38,451	-18.5	-71.8	108,625,324
Region XI:											
Colorado.....	108	-29.9	-66.1	448	436	11	1	5,866	(⁷)	-60.7	23,887,254
Idaho.....	24	(⁶)	(⁶)	94	89	5	0	1,075	-62.0	-60.1	9,058,976
Montana.....	41	(⁶)	(⁶)	178	178	(¹)	(¹)	1,965	-18.3	-71.7	11,819,520
Utah.....	78	-4.9	-72.8	306	301	4	1	5,136	-17.5	-70.7	16,257,280
Wyoming.....	1	(⁶)	(⁶)	4	4	0	0	58	(⁶)	-96.5	5,341,326
Region XII:											
Arizona.....	53	+6.0	-74.6	233	215	18	0	3,098	+16.3	-72.4	11,772,794
California.....	4,312	-7.5	-71.8	17,777	14,734	1,170	1,873	281,918	-12.7	-70.0	425,469,554
Nevada.....	40	(⁶)	(⁶)	156	155	1	0	2,299	-23.2	-14.9	6,240,084
Oregon.....	66	+3.1	-85.1	332	180	6	146	3,903	+41.5	-67.9	42,052,620
Washington.....	153	+15.0	-54.7	719	425	25	299	9,606	+29.5	-51.0	86,445,852
Territories:											
Alaska.....	19	(⁶)	(⁶)	93	83	10	0	1,154	+39.4	-57.4	4,156,103
Hawaii.....	10	(⁶)	(⁶)	43	31	3	9	635	-64.1	-86.3	13,990,046

¹ Benefits for partial and part-total unemployment are not provided by State law in Montana and Pennsylvania. New York data not available.

² Not adjusted for voided benefit checks; includes supplemental payments.

³ Represents sum of balances at end of month in State clearing account and benefit-payment account, and in State unemployment trust fund account maintained in the U. S. Treasury. State unemployment trust fund accounts reflect transfers to railroad unemployment insurance account.

⁴ Excludes \$412 resulting from review of 1938-41 seasonal claims in Oregon.

⁵ Increase of less than 0.05 percent.

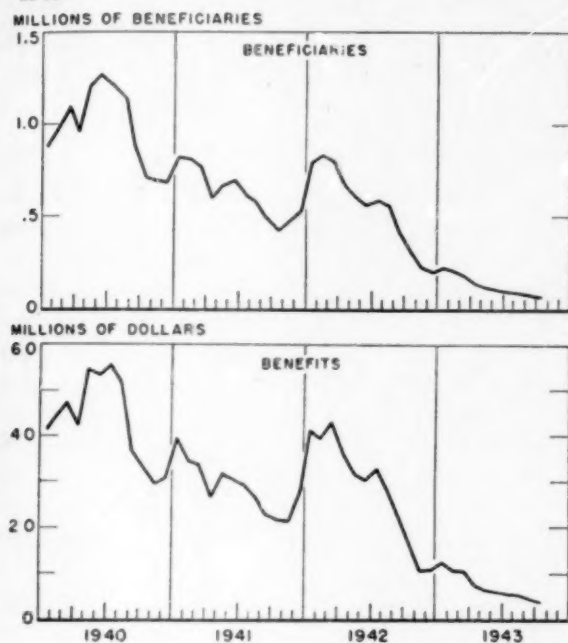
⁶ Not computed, because fewer than 50 beneficiaries were reported in either or both periods.

⁷ Data not comparable.

⁸ No benefits paid during September.

ranged from 3.3 percent in Delaware to 45 percent in Utah. Continued-claim loads represented

Chart 2.—Number of beneficiaries and amount of unemployment benefits paid, January 1940–October 1943



Employment Service Operations*

Labor-Market Developments

Estimates of the labor force.—Although the level of nonagricultural employment remained unchanged in October, declines of 600,000 in farm employment and 100,000 in unemployment caused a drop of 700,000 in the total civilian labor force, according to estimates of the Bureau of the Census. Further withdrawals for military service contributed to the decline, but the largest single factor was the return of many young people to school. The total number of students who left the labor force in 1943 was about the same as in 1942, but the drop came a month later in 1943 as pressing need for labor—particularly in rural areas—caused students to delay their return as long as possible. The estimate of 700,000 unemployed workers in October, the lowest estimate on record, is less than half the figure for October 1942.

The West Coast manpower program.—The report of operations under the West Coast manpower pro-

only a fraction of the October 1942 levels in all States except Arkansas, where the volume was practically the same in both periods.

The number of beneficiaries averaged 60,700 per week during October, 19 percent less than in the preceding month. Except for the first 3 months of the year, the weekly average of unemployed persons to whom benefit checks have been issued has represented less than one-fifth the number reported in the comparable month of 1942. The substantial declines which occurred during this 6-month period brought the average weekly number of beneficiaries in October to less than half the April figure. In 7 States—Alaska, Hawaii, Idaho, New Mexico, North Dakota, South Dakota, and Wyoming—beneficiaries averaged less than 25 each week.

Collections of \$136 million deposited in State clearing accounts during October brought total collections for the first 10 months of 1943 to \$1.1 billion, 15 percent more than in the corresponding period of 1942. Funds reserved for future benefits approximated \$4.5 billion at the end of the month, 3 percent more than at the end of September and 39 percent above the balance on October 31, 1942.

gram for the period October 15–November 15 shows encouraging progress. A saving of 97,000 workers in the shipyards was effected without any major revision in the volume of shipyard activity, and aircraft employment turned upward for the first time in 4 months. Anticipated labor requirements were drastically reduced through the establishment of employment ceilings and improved utilization of the labor force. A program of controlled referrals was put into effect in each of the critical areas, and employment-stabilization programs throughout the entire region were revised. Selective Service reduced military requirements of the region and gave occupational deferments to additional numbers of workers. Twelve major aircraft plants reported considerable improvement in labor turn-over in October, as compared with the preceding month. It appeared that the objectives of the plan as adopted on September 4 would soon be realized as the comprehensive program gained recognition and support in the region.

Wider application of the 48-hour week.—By

*Data from Reports and Analysis Service, War Manpower Commission, and from published releases of other Government agencies.

November 15 the 48-hour week had been extended to all areas of acute labor shortage; it will also be applied within 30 days after an area is so classified and will be considered for areas of labor stringency by regional Manpower Directors and regional labor-management committees within 60 days after areas have been so classified. By the first of December the 48-hour week was in effect in 40 of the 77 areas in the first group and in 19 of the areas in the second.

The chief value of the application of the longer workweek in all labor-shortage areas is the reduction in demand for new labor and for replacement. In the areas where acute labor shortages have not actually developed, workers are released for employment in areas where labor conditions are even worse. Field reports to Washington indicate that in areas and industries where the longer workweek has been in effect the results have been helpful.

Revision of employment-stabilization plans.—Provisions designed to assure the transfer of workers to war jobs and to keep essential workers on such war jobs went into effect on October 15. Reports to WMC indicate that almost all of the nearly 200 area plans for employment stabilization have been revised to include the minimum standards which bring them into uniformity with Regulation No. 7, promulgated by WMC on August 16. This Regulation states that existing programs not amended by October 15 shall not be operative on and after that date; the provisions of the regional plan shall substitute for the un-amended area plan.

The adoption of the minimum provisions does

not mean that hiring of workers through the USES becomes mandatory throughout the country on October 15. Adoption of controlled referral plans of the type now in effect on the West Coast, in Buffalo and Louisville, and in other areas depends on the degree of labor shortage in certain localities, and in these areas the regional and area Manpower Directors have the authority to put into effect certain other provisions.

Placement Activities

Nonagricultural placements of the USES in October numbered about 858,000, the smallest total since May. The 5.6-percent decline is in contrast to a 5.0-percent increase in October 1942, but a small decline was recorded in the same month of 1941. Only 16 States reported increased numbers of placements in October, and most of these increases were relatively small. Compared with October 1942, however, placements in the continental United States were 26 percent higher, and the 10-month total was 37 percent above that for the corresponding period of 1942.

There was little change in the industrial or occupational distribution of the nonfarm placements in October, more than half were of unskilled workers, and nearly two-thirds were in manufacturing industries. Women workers comprised 38.1 percent of the total, compared with 30.6 percent a year earlier; nonwhite workers were 16.1 percent of the total, nearly the same proportion as in October 1942.

The streamlining of interviewing activities in local USES offices has meant that formal applica-

Table 1.—Nonagricultural placements in the continental United States, by industry division and major occupational group, October 1943
[Corrected to Nov. 30, 1943]

Industry division	Total, all occupations					Profes- sional and mana- gerial	Clerical and sales	Service	Skilled	Semi- skilled	Unskilled and other
	Number	Percentage change from—		Women	Non- white						
		Septem- ber 1943	October 1942								
Total.....	857,585	- 5.6	+ 26.1	326,806	138,151	8,408	73,323	87,990	104,992	131,102	451,770
Forestry and fishing.....	301	-34.0	-76.7	47	24	13	6	56	31	27	168
Mining.....	10,223	-17.5	+67.8	194	559	34	142	80	3,596	1,348	8,023
Construction.....	62,329	-13.7	-61.3	1,629	12,185	321	1,905	1,104	17,244	6,335	35,420
Manufacturing.....	561,162	- 5.9	+87.7	217,879	60,180	5,251	30,679	10,675	71,365	104,016	339,176
Transportation, communication, and other public utilities.....	40,018	+ .7	+87.6	7,220	6,433	218	5,111	1,304	3,581	4,808	24,996
Wholesale and retail trade.....	59,422	- .5	+29.1	26,616	11,671	356	15,965	15,281	1,650	4,513	21,657
Finance, insurance, and real estate.....	3,893	+ 8.7	- 1.5	2,307	623	61	2,019	1,201	128	138	346
Service.....	73,614	- 4.1	- 7.7	51,820	39,184	1,316	5,447	52,395	2,710	4,100	7,646
Government.....	46,192	- 2.1	-24.8	18,909	7,117	833	12,001	5,844	4,667	5,773	17,074
Establishments not elsewhere classified..	431	-14.7	+13.4	185	175	5	48	50	20	44	264

tions have not been filed for many workers who can be placed immediately. As a consequence, in recent months there has been a steady decrease

in the number of reported applications for work. The total fell to 579,000 in October, less than half the number received in October 1942.

Table 2.—Nonagricultural placements in the continental United States, October and January–October 1943, and applications received in public employment offices, October 1943, by State

[Corrected to Nov. 30, 1943]

War Manpower Commission region and State	October 1943											January- October 1943		Applica- tions re- ceived Oc- tober 1943
	Num- ber	Percentage change from—		Short-time		Women			Nonwhite			Number	Per- centage change from Janu- ary- October 1942	
		Sep- tember 1943	Octo- ber 1942	Num- ber	Per- cent of total	Num- ber	Percent- age change from Sep- tember 1943	Per- cent of total	Num- ber	Percent- age change from Septem- ber 1943	Per- cent of total			
Total	857,585	-5.6	+26.1	70,387	8.2	326,806	-5.3	38.1	138,151	-4.0	16.1	7,837,534	+37.5	579,298
Region I:														
Connecticut	9,167	-6.4	-1.7	157	1.7	4,144	+1.2	45.2	397	+6.1	4.3	98,172	+7.7	2,647
Maine	5,325	+7.6	+13.3	294	5.5	1,724	-20.4	32.4	34		.6	57,072	+25.4	1,802
Massachusetts	24,522	+1	+26.1	194	.8	11,090	+1.0	45.2	573	-4.5	2.3	221,687	+83.6	35,187
New Hampshire	2,685	+7.8	+72.8	32	1.2	1,266	0	47.2	1		(3)	21,802	+20.9	1,197
Rhode Island	7,771	-11.4	+9.0	117	1.5	3,208	-8.6	41.3	215	-7.7	2.8	55,439	+53.1	11,655
Vermont	1,016	-30.6	+47.5	10	1.0	348	-42.7	34.3	0		0	8,188	+22.3	173
Region II:														
New York	82,127	-5.5	+5.4	27,228	33.2	39,633	-4.6	48.3	28,142	-2.0	34.3	749,608	+19.6	78,269
Region III:														
Delaware	2,867	-19.6	+52.3	0	0	1,161	-1.4	40.5	650	-17.3	22.7	21,932	+45.4	1,207
New Jersey	32,393	-10.4	+112.9	1,367	4.2	12,939	-5.9	39.9	4,649	-13.8	14.4	285,853	+89.3	28,011
Pennsylvania	45,249	+7.5	+50.3	1,768	3.9	17,564	+2.0	38.8	7,077	+31.5	15.6	367,276	+36.9	69,477
Region IV:														
District of Columbia	3,927	+20.3	+7	1,294	33.0	2,512	+4.4	64.0	2,912	+25.1	74.2	33,570	-37.8	6,492
Maryland	16,869	+25.1	+61.7	92	.5	8,331	+29.7	49.4	4,585	+62.6	27.2	146,254	+80.3	3,088
North Carolina	18,666	-21.3	+33.1	311	1.7	7,296	-25.5	38.9	6,178	-44.1	33.1	168,899	+3	6,144
Virginia	9,299	-8.8	+9.6	92	1.0	3,526	-7.0	37.9	3,574	-15.1	38.4	81,327	-2.2	10,761
West Virginia	7,647	+6.2	+60.2	271	3.5	1,699	+12.4	22.2	429	+28.4	5.6	63,181	+67.9	6,282
Region V:														
Kentucky	16,665	-16.6	+118.3	210	1.3	4,984	-15.9	29.9	2,216	-35.0	13.3	133,320	+68.6	5,610
Michigan	32,950	-9.1	+57.1	306	.9	14,181	-10.6	43.0	3,948	+9.4	12.0	304,935	+82.4	6,310
Ohio	61,430	-8.9	+39.8	6,915	11.3	24,470	-11.9	29.8	9,802	-8	16.1	563,287	+64.8	7,538
Region VI:														
Illinois	28,640	-8.7	+61.7	1,164	4.1	11,300	-7.1	39.7	4,207	+34.5	14.7	253,229	+19.0	45,379
Indiana	31,941	-7.6	+97.0	963	3.0	14,445	+2	45.2	1,864	-13.7	8.8	236,232	+66.9	36,406
Wisconsin	15,354	-21.5	+26.2	497	3.2	6,143	-23.6	40.0	63	-65.0	.4	174,289	+43.1	12,063
Region VII:														
Alabama	17,482	-1.3	+93.3	63	.4	5,879	+7.7	33.6	4,523	-7.7	25.9	156,029	+147.6	11,756
Florida	19,302	-3.8	+146.5	328	1.7	6,116	-10.1	31.7	5,605	-8	29.0	173,100	+109.0	8,193
Georgia	20,890	-21.3	+156.8	26	.1	6,222	-16.9	29.8	4,716	-15.0	22.6	197,521	+146.7	5,018
Mississippi	9,123	-11.2	+23.9	18	.2	3,130	-8.4	34.3	3,106	-5.3	34.0	96,715	+15.2	13,858
South Carolina	6,068	-29.6	+6.7	192	3.2	2,226	-25.6	36.7	1,810	-36.2	29.8	64,817	+12.8	8,200
Tennessee	12,744	-24.4	+60.5	198	1.6	4,118	-8.1	32.3	3,105	-20.2	24.4	128,779	+75.3	9,911
Region VIII:														
Iowa	13,186	-6.3	+80.6	408	3.1	5,679	-10.0	43.1	295	-7.5	2.2	98,720	+44.5	10,339
Minnesota	12,678	-19.6	-11.4	1,810	14.3	3,322	-26.6	26.2	126	+15.6	1.0	147,948	+73.6	13,555
Nebraska	4,228	-9.6	-64.4	355	8.4	1,122	-6.1	26.5	153	-34.6	3.6	62,212	-5.3	5,076
North Dakota	1,643	+46.4	+19.1	470	28.6	596	+19.9	30.8	46		2.8	15,617	+9	2,062
South Dakota	1,224	-17.0	-42.5	107	8.7	391	-24.2	31.9	94	-37.3	7.7	15,489	-41.4	1,383
Region IX:														
Arkansas	7,460	+1.6	-43.0	373	5.0	2,444	-7.1	32.8	2,365	+10.9	31.7	92,980	-35.2	7,729
Kansas	10,574	-26.0	-29.3	496	4.7	4,305	-20.5	40.7	1,097	-20.0	10.4	132,810	+28.9	2,674
Missouri	21,079	-18.4	-35.6	468	2.2	8,463	-20.3	40.1	2,454	-29.0	11.6	249,592	+11.3	11,168
Oklahoma	8,137	-2.1	-2.9	907	11.1	2,040	-6.0	25.1	1,225	-14.6	15.1	80,505	+29.2	2,817
Region X:														
Louisiana	8,927	+37.3	+79.8	129	1.4	2,955	+23.4	33.1	2,863	+17.9	32.1	60,886	+14.4	8,297
New Mexico	1,317	-27.6	-35.6	28	2.1	211	-30.8	16.0	106	-17.2	8.0	30,709	-21.6	1,050
Texas	42,668	-6.7	+3.3	1,751	4.1	13,555	-9.6	31.8	12,011	+10.5	28.1	429,435	+4.8	41,420
Region XI:														
Colorado	8,434	+5.7	+11.6	786	9.3	2,120	-15.9	25.1	146	-14.6	1.7	61,035	+7.6	2,262
Idaho	3,275	+8	-75.1	270	8.2	781	+2.6	23.8	44		1.3	31,752	-32.2	1,907
Montana	2,695	-12.9	-22.8	181	6.7	345	-21.1	12.8	89	+5.4	2.2	21,918	-21.5	3,648
Utah	5,016	-5	-15.2	57	1.1	1,545	-13.0	30.6	569	+5.2	11.3	78,799	+85.2	2,119
Wyoming	2,239	+3.3	+45.6	25	1.1	298	-15.8	13.3	37		1.7	16,504	-18.6	634
Region XII:														
Arizona	5,562	-13.6	+29.1	121	2.2	2,032	+7.9	36.5	761	-4.8	13.7	46,045	+34.2	753
California	91,714	+12.7	+15.5	9,015	9.8	34,519	+13.9	37.6	7,058	+8.8	7.7	803,481	+33.0	25,659
Nevada	4,163	+6.0	+54.0	492	11.8	603	+26.9	14.5	245	+5.6	5.9	37,468	+39.4	855
Oregon	20,182	+6.7	+45.7	2,578	14.3	7,811	+9.2	38.7	520	+49.0	2.6	195,401	+91.5	2,219
Washington	39,065	-6.3	+99.3	5,153	13.2	12,074	-6.5	30.9	1,436	+27.4	3.7	285,715	+92.8	887

¹ Computed only for States reporting 50 or more nonwhite placements in both months.

² Less than 0.05 percent.

³ Excludes renewals for Alabama, Connecticut, Mississippi, Ohio; data not reported.

⁴ Excludes renewals; data not reported.

Railroad Unemployment Insurance and Employment Service*

The great need for additional workers continues to be the most important factor affecting railroad placement and unemployment insurance operations. As of October 1 it was estimated that personnel needs for the industry were 116,000, or 9,000 more than a month earlier. Reports show that railroad labor shortages became more grave in all parts of the country except the South. Lack of replacements for workers leaving the industry, particularly from the maintenance-of-way departments, was reflected in a further decrease in employment on class I railroads, from 1,374,000 in mid-September to 1,368,000 in mid-October.

Employment Service

Ten percent more workers were placed in railroad jobs in October than were placed in September, and the October total was three times that for 1942. Verified placements numbered 29,200. Employer orders, openings, and referrals were also more numerous than in the preceding month, but the increases were relatively smaller than in placements.

The principal change in the occupational distribution of placements was an increase of 16 percent in the number of laborer jobs filled. The number of station and platform laborer jobs filled rose by 1,500, while placements in shop and stores jobs and maintenance-of-way jobs each exceeded the September totals by about 500. Helpers and apprentices were placed in almost 300 more jobs in October than in the preceding month, an increase of about 13 percent. Placements of clerical workers, skilled shopmen, and trainmen fell off slightly.

More placements were verified in October than in September in all the Board regions except Kansas City. The sharpest rises—74, 24, and 21 percent—occurred in the San Francisco, Atlanta, and Cleveland regions, respectively. In July-October the New York region placed more than six times as many workers as in the corresponding period of last year, and the Atlanta and Cleveland regions each placed about five times as many.

The Dallas region last year still had substantial labor reserves which have since been depleted, with the result that placements in that region were 13 percent lower than a year ago. In the other regions, placements were from 20 to 175 percent higher than last year.

Interregional placements, that is, workers recruited by one region for jobs in another, numbered 1,669 in October, 13.5 percent more than the preceding month. As in September, more than half of these recruits were transported to job locations in the San Francisco region, although some workers were sent to every Board region. In the country as a whole, trainmen, clerical workers, shop laborers, and trackmen constituted the majority of the interregional workers placed.

During October, 14 orders listing 639 openings were placed in clearance with one or more Board regions. Among the workers sought were signalmen and signalmen assistants, trackmen, switchmen, ice handlers, mail handlers, shop helpers and laborers, coach cleaners, and brakemen.

In July and August 1942 the Board appealed to railroad annuitants and pensioners with urgently needed experience to return to railroad work. In the following 12 months, some 374 annuitants notified the Board that they were resuming their stations in the industry and intended to remain in service until the war was won. In addition, many annuitants returned to railroad service for a short period only, and many others became employed in service not covered by the acts.

The 374 annuitants represented 95 occupations of which machinists and telegraphers were numerically most important. In general, the returning annuitants were railroad veterans, and approximately five-sixths of them possessed skills or experience of a technical or supervisory nature. Their average age, as of the time they resumed service, was 67 years and 7 months, although the range was from 50 to 83 years.

A much larger group—105,000 in December 1942—consisted of those who were eligible to receive annuities under the Railroad Retirement Act but who were still in service in the railroad industry. It has been roughly estimated that in the 2 years ended June 1943 at least 7,000 more

* Prepared by the Office of Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—Railroad unemployment insurance: Placements, applications for certificate of benefit rights received, claims received, and benefit payments certified, by specified period, 1942-44

Period	1943-44					1942-43				
	Placements	Applications ¹	Claims	Benefit payments ²		Placements	Applications ¹	Claims	Benefit payments ²	
				Number	Amount				Number	Amount
July-October.....	121,300	2,640	8,039	5,806	\$150,372	49,269	13,013	46,020	35,438	\$759,166
July.....	29,276	1,024	2,034	1,213	29,123	15,628	6,642	11,134	7,293	148,236
August.....	36,090	697	2,006	1,565	40,342	12,922	3,213	12,407	10,298	218,762
September.....	26,688	449	2,036	1,576	41,951	11,315	1,865	11,566	9,265	204,345
October.....	29,246	470	1,963	1,452	38,956	9,404	1,295	10,913	8,642	187,823

¹ Includes applications for current and preceding benefit years.

² Net figures adjusted for underpayments and recovery of overpayments.

workers had postponed their retirement than would have done so under other conditions.

Unemployment Insurance Operations

Serious labor shortages in the railroad industry continued to keep unemployment insurance operations at a low level in October. The drop in railroad employment noted above had little effect on the number of claims and payments, both of which were somewhat smaller than in the preceding month.

Present indications are that benefit payments for seasonal unemployment during the winter months will be even fewer than last winter's. It is expected that the railroads, to an even greater extent than last year, will shift maintenance-of-way laborers to shop work when weather conditions prevent outdoor activities. In some instances similar transfers of surplus train-and-engine-

service workers may also be made. Such transfers serve the dual purpose of alleviating shortages in the shop forces and retaining employees so that they will be available next spring. Information already received points to the absorption, at the end of the ore-shipping season, of the greater part of the surplus of workers on the iron-ore roads in the Lake Superior area by other roads in the same area.

Some 470 unemployed railroad workers applied for certificates of benefit rights in October, a few more than in September but only about one-third the number in October 1942. More than one-fourth of the applications were received in the New York region. Through October, 2,640 workers had indicated some unemployment by filing applications in this benefit year, and certificates were issued to 2,460.

The 1,960 claims for benefits received in October

Table 2.—Railroad unemployment insurance: Number of benefit certifications, average benefit, and average number of compensable days for certifications in benefit year 1943-44, by month¹

Type of certification and period	All certifications				Certifications with 14 days of unemployment			Certifications with 8-13 days of unemployment				Certifications with 5-7 days of unemployment			
	Number	Average payment	Average daily benefit	Average number of compensable days ²	Percent of all certifications	Average payment	Average daily benefit	Percent of all certifications	Average payment	Average daily benefit	Average number of compensable days ²	Percent of all certifications	Average payment	Average daily benefit	Average number of compensable days ²
Certifications for first registration period:															
July 1943.....	304	\$18.94	\$3.17	5.97	69.4	\$22.15	\$3.16	30.6	\$11.65	\$3.21	3.62	-----	-----	-----	-----
August.....	551	20.35	3.44	5.92	66.1	23.98	3.43	33.9	13.29	3.49	3.81	-----	-----	-----	-----
September.....	341	20.52	3.33	6.16	72.4	23.29	3.33	27.6	13.25	3.35	3.96	-----	-----	-----	-----
October.....	297	19.78	3.32	5.95	65.3	23.63	3.38	34.7	12.54	3.16	3.97	-----	-----	-----	-----
Certifications for subsequent registration periods:															
July 1943.....	21	27.64	2.86	9.67	90.5	28.55	2.86	9.5	19.00	2.92	6.50	0.0	-----	-----	-----
August.....	968	29.75	3.32	8.96	74.6	33.67	3.37	19.8	21.31	3.05	6.98	5.6	\$7.26	\$3.30	2.20
September.....	1,239	20.14	3.28	8.88	71.9	33.50	3.35	23.3	20.24	2.97	6.81	4.8	7.00	3.44	2.04
October.....	1,208	28.29	3.32	8.52	67.5	33.50	3.35	23.8	21.76	3.20	6.81	8.7	5.71	3.10	1.84

¹ Data cover only certifications for unemployment in the current benefit year. Data for initial certifications in all months and subsequent certifications in July are based on a complete tabulation; data for subsequent certi-

cations in other months, except total number of certifications and average payment for all certifications, are based on a 50-percent sample.

² Benefits are payable for each day of unemployment in excess of 7 for first registration period and in excess of 4 for subsequent registration periods.

constituted the smallest monthly total since the establishment of railroad unemployment insurance in 1939. The majority of the claims continued to be made in three regions—Atlanta, New York, and Chicago—which received more than 60 percent of the October total. In the first 4 months of the current year 8,000 claims were received, as compared with 46,000 in the corresponding period of 1942-43.

Railroad workers received 1,450 unemployment insurance benefit payments amounting to \$38,000 in October. An additional \$900 was paid to two States to reimburse them for payments made under their unemployment compensation laws to employees of a company which has since been ruled as covered under the Railroad Unemployment Insurance Act. The number of certifications made in October was about 8 percent smaller than the number in September and 83 percent less than the October 1942 figure.

Payments for initial periods of unemployment averaged \$19.78, compared with \$20.52 in September. The decrease was due almost entirely to a decline—from 6.16 in September to 5.95 in October—in the average number of compensable days per registration period. The average daily benefit rate of \$3.32 for initial certifications was 1 cent lower than in the preceding month.

The average subsequent payment decreased 85 cents in October, to \$28.29. The average daily benefit rate was the same as that for initial certifications and was 4 cents higher than in September, but the average number of compensable days per registration period, 8.52, was lower than the September average, 8.88.

During the month, 300 benefit accounts were opened for railroad workers, raising the total for the current fiscal year to 1,700. In the corresponding 4 months of the preceding year, 9,200 accounts were established.

OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

Operations Under the Social Security Act

Monthly Benefits in Force and Payments Certified, October 1943

The award of monthly benefits to 20,500 individuals and the termination of entitlements for nearly 6,300 beneficiaries in October brought the number of monthly benefits in force at the end of the month to 856,000. This number represented a net increase of slightly less than 14,200, the smallest for any month of the year.

Almost 135,000 of the benefits in force at the end of October were in conditional or deferred-payment status. During September and October, child's benefits in conditional-payment status decreased both in absolute number and as a percentage of the total in force, as large numbers of children gave up their summer employment and returned to school; in spite of this decrease, however, the percentage of child's benefits in suspension was still higher at the end of October than at the end of May before the close of the school term. The increases in the percentages of primary, wife's,

Table 2.—Monthly benefits and lump-sum payments certified, by type of payment, October 1943 and cumulative, January–October 1943

Type of payment	October 1943				Total amount certified Jan.-Oct. 1943
	Number of beneficiaries ¹	Amount certified	Percentage distribution		
			Beneficiaries	Amount	
Monthly benefits ²	730,817	\$13,645,372	100.0	100.0	\$127,060,694
Primary.....	302,213	7,211,079	41.3	52.9	68,085,452
Supplementary.....	90,135	1,260,171	13.6	9.2	11,918,727
Wife's.....	90,706	1,161,244	12.4	8.5	10,849,171
Child's.....	8,429	98,927	1.2	.7	1,059,556
Survivor's.....	329,469	5,174,122	45.1	37.9	47,056,515
Widow's.....	43,286	595,071	5.9	6.6	7,842,380
Widow's current.....	69,551	1,465,588	9.5	10.7	13,763,792
Child's.....	212,805	2,760,234	29.2	20.2	24,956,019
Parent's.....	3,797	52,929	.5	.4	494,324
Lump-sum payments.....	⁴ 10,132	1,432,953	-----	-----	14,919,421
Under 1939 amend-ments. ³	10,091	1,431,840	-----	-----	14,891,735
Under 1935 act ⁴	41	1,113	-----	-----	27,686

¹ Differs from number in current-payment status, which takes account of changes in status effective after certification.

² Distribution by type estimated.

³ Includes retroactive payments.

⁴ Number of deceased workers on whose wages payments were based.

⁵ Payable with respect to workers who died after December 1939, if no survivor could be entitled to monthly benefits for month in which worker died.

⁶ Payable with respect to workers who died prior to January 1940.

Table 1.—Monthly benefits in force¹ in each payment status² and actions effected during the month, by type of benefit, October 1943

[Current month's data corrected to Nov. 27, 1943]

Status of benefit and action	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Sept. 30, 1943.....	841,843	\$15,338,720	365,131	\$8,476,881	104,728	\$1,293,644	235,765	\$2,892,352	42,482	\$856,016	89,953	\$1,770,341	3,784	\$49,486
Current-payment status.....	710,085	12,832,123	294,930	6,886,381	88,394	1,100,539	213,543	2,621,582	41,870	842,951	67,620	1,331,879	3,728	48,791
Deferred-payment status.....	3,381	65,251	2,103	45,804	382	4,648	435	5,556	143	3,375	316	5,836	2	32
Conditional-payment status.....	128,377	2,441,346	68,098	1,544,696	15,952	188,457	21,787	265,214	499	9,690	22,017	432,626	54	663
Suspended.....	108,493	2,019,759	59,089	1,298,732	13,340	182,691	18,694	226,583	297	6,060	17,022	335,073	51	620
Frozen.....	19,884	421,587	9,009	245,964	2,612	35,766	3,093	38,631	172	3,630	4,995	97,553	3	43
Actions during October 1943:														
Benefits awarded.....	20,530	378,628	6,872	173,318	2,585	34,094	6,703	84,154	1,539	31,131	2,743	54,742	88	1,189
Entitlements terminated ³	6,265	110,766	1,916	45,513	923	11,575	2,076	26,755	131	2,630	1,190	23,914	29	379
Net adjustments ⁴	-84	812	-14	-4	-5	-41	-63	328	0	82	-2	471	0	6
In force as of Oct. 31, 1943.....	856,024	15,607,394	370,073	8,604,682	106,385	1,316,122	240,329	2,950,079	43,890	884,569	91,504	1,801,640	3,843	50,302
Current-payment status.....	721,027	13,028,659	297,573	6,959,941	89,419	1,115,450	218,914	2,691,918	43,230	870,497	68,105	1,341,279	3,786	49,574
Deferred-payment status.....	3,252	62,030	1,976	42,934	340	4,172	508	6,297	134	3,310	291	5,274	3	43
Conditional-payment status.....	131,745	2,516,705	70,524	1,601,807	16,626	196,500	20,907	251,864	526	10,762	23,108	455,087	54	685
Suspended.....	111,649	2,089,591	61,477	1,354,016	13,991	160,332	17,815	213,192	349	6,983	17,967	354,440	50	628
Frozen.....	20,066	427,114	9,047	247,791	2,635	36,168	3,092	38,672	177	3,779	5,141	100,647	4	57

¹ Represents total benefits awarded after adjustment for subsequent changes in number and amount of benefits (see footnote 4) and terminations (see footnote 3), cumulative from January 1940.

² Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount which is less than current month's benefit. Benefit in deferred-payment status is one withheld entirely for a known period. Benefit in conditional-payment status is one withheld entirely for an indefinite

period; if previously in current or deferred-payment status, it is a suspended benefit; otherwise it is a frozen benefit.

³ Benefits are terminated when a beneficiary dies or loses entitlement to benefits for the reasons specified in 1939 amendments, sec. 202.

⁴ Adjustments result from operation of maximum and minimum provisions of 1939 amendments, sec. 203 (a) and (b), and from other administrative actions.

and widow's current benefits were enough to offset the decline in the percentage of child's benefits in suspension, and the proportion of all benefits in force which were in suspension remained at 13 percent from August 31 to October 31.

Monthly benefits amounting to \$13.6 million were certified during the month for 730,800 bene-

ficiaries. Certifications of monthly benefits during the first 10 months totaled more than \$127 million, exceeding by more than \$5 million the amount certified during all of 1942. Lump-sum payments based on the wages of 10,100 deceased workers amounted to \$1.4 million, and brought the 10-month total to \$14.9 million.

Operations Under the Railroad Retirement Act*

Benefit payments certified in October amounted to \$11.2 million—slightly less than the September peak. Employee annuities alone accounted for more than \$9.2 million, the highest monthly amount ever certified for this class of benefit. Pension payments totaled \$1.4 million, and survivor payments accounted for the remaining \$600,000.

The number of applications received for employee annuities remained at approximately the same level as in recent months—1,770; the monthly average for July–October was 1,788, compared with 1,456 for the corresponding period of 1942–43. The number of annuities certified showed a similar gain. In the first 4 months of 1942–43, an average of 1,297 claims were certified each month. In the same 4 months of the current fiscal year, the average was 1,533, with 1,452 annuities certified in October.

Compared with 128,000 employee annuities in force a year ago, at an average monthly rate of \$65.98, the Board was paying 135,000, averaging \$66.25, at the end of October. Pensions in force

dropped from 26,500 to 23,300 in the same period, while the average payment rose from \$58.94 to \$59.09. The number of survivor annuities increased from 3,200 to 3,500, but the average payment decreased from \$32.17 to \$31.86. Death-benefit annuities fell off slightly in both number

Table 2.—Retirement benefits: Employee-annuity applications received and disposed of, cumulative through June 1943 and in fiscal year 1942–43¹

Administrative action	Cumulative through June 1943	Fiscal year 1942–43
Applications to be disposed of, total.....	200,605	23,189
Pending at beginning of period.....		6,195
Received.....	217,326	17,812
Net deduction for inactive claims.....	16,721	² 818
Applications disposed of, total.....	195,119	17,703
Certified for employee annuity.....	177,118	16,114
Not certified for employee annuity:		
Disallowed—no creditable service.....	12,161	576
Ineffective—applicant died.....	5,511	979
Abandoned.....	329	34
Applications pending at end of period.....	5,486	5,486

¹ Certifications are reported on an accounting-month basis ended on approximately the 20th. Other data are on calendar-month basis. To this extent, applications pending are overstated: claims certified after close of accounting period, too late to be added to annuity rolls as of June 30, numbered 628 in 1942 and 550 in 1943.

² Adjusted for a few cases previously disposed of but reopened during the year.

*Prepared by the Office of Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—Railroad retirement: Annuities and pensions in force and net benefit payments certified to the Secretary of the Treasury, by class of benefit, October 1943¹

Period and action	Total		Employee annuities		Pensions to former carrier pensioners		Survivor annuities		Death-benefit annuities ²	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Sept. 30, 1943.....	161,774	\$10,403,306	134,112	\$8,878,517	23,554	\$1,391,697	3,490	\$111,234	618	\$21,856
During October 1943:										
Initial certifications.....	1,544	102,787	1,452	99,728	1	57	36	1,047	55	1,954
Terminations by death (deduct).....	1,071	65,885	747	48,985	235	13,882	16	470	73	2,547
In force as of Oct. 31, 1943.....	162,232	10,441,655	134,804	8,930,704	23,319	1,377,899	3,509	111,790	600	21,282
Total payments (net).....		³ 11,230,823		9,246,260		1,362,990		118,920		27,439

¹ For definitions of classes of benefit, see the Bulletin, October 1942, p. 25. Data for initial certifications are for period in which payment was certified, not for period in which it began to accrue. Data for terminations by death are for period in which notice of death was received, not for period in which beneficiary died. In-force data represent certifications less terminations by death; they are adjusted for recertifications, reinstatements, and terminations for reasons other than death (suspension, return to service, recovery from disability, commutation to lump-sum payment). Certifications are reported

on an accounting-month basis ended on approximately the 20th, terminations are reported through the 10th, and total payments are on calendar-month basis. Cents omitted.

² In a few cases, payments are made to more than 1 survivor on account of death of 1 individual; such payments are counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable; nearly all terminations are of latter type.

³ Includes \$465,213 for lump-sum death benefits.

and amount, from 620 averaging \$35.87, to 600 averaging \$35.44. Lump-sum death benefits certified in October 1942 numbered 985 at an average of \$334.61; this October, 1,237 were certified and benefits averaged \$369.49.

Adjudicative load in 1942-43.—The 23,200 applications for employee annuities handled in 1942-43 (table 2) represented a 6-percent decline from the total for the preceding year. The number of employee-annuity applications to be handled in the course of a year equals the number of active applications carried over from the end of the preceding year plus those which were received as active applications or transferred to that status during the year. An application is active if the applicant has stopped working and the beginning date of the annuity is not more than 30 days in the future, or if the applicant has died; all others are classified as inactive until such time as they become active.

The Board certified 16,100 employee annuities in 1942-43. Nearly 1,600 cases were closed without certification because the applicant died before any benefit could become payable, had no creditable service, or abandoned his claim while it was in the process of adjudication. If an applicant dies after the beginning date of his annuity but before payments have begun, and if the annuity accrual is less than 4 percent of the credited compensation after 1936, no annuity is certified but the lump-sum death benefit is paid without reduction. If the accrued payments amount to more than 4 percent of the compensation, they are certified to the survivors and no death benefit is payable. The number of active applications pending adjudication declined during the year and stood at 5,500 on June 30 (see footnote 1, table 2). More than 16,700 claims were in inactive status on that date.

(Continued on page 80)

Table 3.—Disposition of potential claims for survivor benefits based on deaths of covered individuals reported through June 1943 and in fiscal year 1943, by status of individual¹

Administrative action	Total	Benefit status of deceased worker				
		Had not applied for annuity	Had applied for annuity which was not certified before July 1, 1943	Was certified for annuity before July 1, 1943		
				Total	Under 1937 act	Under 1935 act
Cumulative through June 1943						
Deaths reported.....	123,870	72,819	6,870	44,181	34,794	9,387
Cases disposed of, total.....	119,448	69,015	6,587	43,846	34,664	9,182
Certified for survivor benefits, total.....	79,796	64,904	5,267	9,625	3,171	6,454
Lump-sum death benefit.....	70,124	64,904	4,193	1,027	1,027	.....
Survivor annuity only.....	2,288	.....	144	2,144	2,144	.....
Death-benefit annuity only.....	5,902	.....	854	5,048	.....	5,048
Survivor and death-benefit annuity.....	1,482	.....	76	1,406	.....	1,406
Not certified for survivor benefits, total.....	39,652	4,111	1,320	34,221	31,493	2,728
No benefit due.....	36,159	1,109	974	34,076	31,483	2,593
Benefit due but unpaid.....	3,493	3,002	346	145	10	135
Cases pending at end of period.....	4,422	3,804	283	335	130	205
Fiscal year 1942-43						
Cases to be disposed of, total.....	29,642	18,209	1,313	10,120	8,500	1,620
Pending at beginning of period.....	4,045	3,390	273	382	105	277
Deaths reported.....	25,344	14,610	1,032	9,702	8,366	1,336
Cases reconsidered.....	253	209	8	36	29	7
Cases disposed of, total.....	25,220	14,405	1,030	9,785	8,370	1,415
Certified for survivor benefits, total.....	16,067	13,491	940	1,636	744	892
Lump-sum death benefit.....	14,843	13,491	923	429	429	.....
Survivor annuity only.....	327	.....	12	315	315	.....
Death-benefit annuity only.....	775	.....	5	770	.....	770
Survivor and death-benefit annuity.....	122	.....	0	122	.....	122
Not certified for survivor benefits, total.....	9,153	914	90	8,149	7,626	523
No benefit due.....	8,301	110	64	8,127	7,619	508
Benefit due but unpaid.....	852	804	26	22	7	15
Cases pending at end of period.....	4,422	3,804	283	335	130	205

¹ Certifications are reported on an accounting-month basis ended on approximately the 20th, and deaths of employee annuitants are reported through

the 10th. Other data are on calendar-month basis. To this extent, cases pending do not represent exact data as of June 30.

SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

Social Security and Other Income Payments to Individuals

Income payments to individuals of \$12.2 billion in October were 1.4 percent above the September level, resuming the 2½-year increase in income payments which was slowed in September. In September the sharp decrease in seasonally adjusted farm income nearly offset the increase in other types of income payments. In October farm income as well as other major components of income payments recorded increases. It is unlikely that the three most important factors in the rise in income payments—manufacturing pay rolls, Government pay rolls (including pay of the armed forces), and farm income—have yet reached their maximum levels for the war period, although there are evidences of slackening in the rate of increase.

Compensation of employees, accounting for 71 percent of all payments, amounted to \$8.7

billion, 22 percent above the October 1942 level. About two-thirds of this increase is attributable to the rise in manufacturing and governmental pay rolls, including pay of the armed forces. Employment has increased in manufacturing and Government service—and also in transportation and public utilities, which represent a smaller proportion of total wages—while employment in mining, construction, trade, and service has decreased.

Entrepreneurial income in October amounted to \$2.3 billion, rising 1.6 percent over September as farm income resumed its upward trend. Dividends and interest payments recorded a 1.3-percent gain over September payments.

Direct relief payments were \$78 million, about the level during most of this year; increases in old-age assistance and aid to the blind have offset

Table 1.—Income payments to individuals, by specified period, 1936-43¹

[In millions; data corrected to Dec. 7, 1943]

Calendar year and month	Total ²	Compensation of employees ³	Entrepreneurial income, net rents, and royalties	Dividends and interest	Public aid		Social insurance and related payments ⁴	Military allowances ⁵
					Work relief ⁶	Direct relief ⁷		
1936.....	\$68,024	\$40,027	\$13,003	\$9,785	\$2,155	\$672	\$955	-----
1937.....	72,365	44,689	14,162	9,891	1,639	836	1,020	-----
1938.....	66,135	40,845	12,369	8,233	2,094	1,008	1,529	-----
1939.....	70,829	43,906	13,441	8,891	1,870	1,071	1,616	-----
1940.....	76,472	48,309	14,484	9,175	1,577	1,098	1,801	-----
1941.....	92,229	60,356	18,139	9,653	1,213	1,112	1,737	-----
1942.....	115,506	79,427	23,145	9,331	586	1,061	1,823	\$122
1942								
October.....	10,250	7,165	2,025	772	26	85	143	33
November.....	10,600	7,417	2,125	778	24	84	136	35
December.....	10,841	7,600	2,170	784	23	84	137	42
1943								
January.....	11,013	7,773	2,151	791	19	33	139	56
February.....	11,236	7,913	2,231	799	15	81	139	58
March.....	11,448	8,007	2,340	806	11	78	141	64
April.....	11,614	8,140	2,394	813	7	77	138	75
May.....	11,680	8,220	2,348	820	4	76	138	74
June.....	11,826	8,357	2,341	828	2	77	140	80
July.....	11,930	8,457	2,334	837	0	78	140	83
August.....	12,056	8,524	2,388	847	0	77	140	89
September.....	12,067	8,612	2,280	859	0	78	142	95
October.....	12,239	8,731	2,317	870	0	78	142	190

¹ Compensation of employees; entrepreneurial income, net rents, and royalties; and dividends and interest adjusted for seasonal variation.

² Includes veterans' bonus; for totals for years 1936-42 see October 1943 Bulletin; October payment is \$1 million.

³ Wage and salary payments minus deductions for employee contributions to social insurance and related programs. Includes industrial pensions and payments to the armed forces but not Government payments to their dependents.

⁴ Earnings of persons employed by NYA, WPA, and CCC. Excludes earnings of persons employed on other Federal agency projects financed from emergency funds; such earnings are included in compensation of employees.

⁵ Payments to recipients under 3 special public assistance programs and general assistance, value of food stamps issued by Food Distribution Admin-

istration under food stamp plan, and subsistence payments certified by Farm Security Administration.

⁶ Payments under programs of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions, workmen's compensation, State unemployment compensation, and railroad unemployment insurance.

⁷ Government portion of payments to dependents of members of the armed forces; portion deducted from military pay included under compensation of employees as part of military pay rolls.

Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

decreases in general assistance and aid to dependent children.

The allowances paid by the Government to dependents of members of the armed forces, which have been included in compensation of employees since September 1942, have been separated this month and are shown in table 1 under military allowances. The amounts deducted from, or charged to, the pay of the members of the armed forces toward the dependents' allowances are still included in compensation of employees as part of military pay rolls. Payments to servicemen's families under the Servicemen's Dependents Allowance Act of 1942 as amended October 1943 are made to three classes of dependents: Class A,

Class B, and Class B-1.¹ Class A dependents are the wife, children, and divorced wife of the enlisted man (and husband and children of an enlisted woman, if they are in fact dependent on her). Class B and B-1 dependents are the same group—parents, brothers, and sisters of the enlisted man—and are differentiated only by the degree of dependency. Class B-1 dependents are those who have received "the chief portion" of their support from the enlisted man; Class B dependents, who receive allowances only if there are no B-1 dependents, are those who received "a substantial portion" of their support from the serviceman.

¹ See Bulletins for July 1942 (p. 3), December 1942 (pp. 22-30), and November 1943 (pp. 2-3) for provisions of original act and the amendments of October 1943.

Table 2.—Payments under selected social insurance and related programs, by specified period, 1936-43

[In thousands; data corrected to Dec. 7, 1943]

Calendar year and month	Retirement, disability, and survivor payments														Re-funds to employees leaving Federal civil service ⁹	Unemployment insurance payments		
	Total	Monthly retirement and disability payments ²					Survivor payments						Total	State unemployment compensation laws ¹¹		Railroad Unemployment Insurance Act ¹²		
		Total	Social Security Act ³	Railroad Retirement Act ⁴	Civil Service Commission ⁵	Veterans Administration ⁶	Monthly			Lump-sum								
							Social Security Act ⁷	Railroad Retirement Act ⁸	Veterans Administration ⁹	Social Security Act ¹⁰	Railroad Retirement Act ¹¹	Civil Service Commission ¹²					Veterans Administration ¹³	
1936.....	\$461,760	\$458,765	-----	\$683	\$51,630	\$299,001	-----	\$2	\$99,092	-----	\$4,062	\$3,395	\$2,864	\$131	\$131	-----		
1937.....	505,143	499,532	-----	40,001	53,694	299,660	-----	444	96,370	81,278	4,401	3,084	3,479	2,132	2,132	-----		
1938.....	972,926	575,814	-----	96,766	56,118	301,277	-----	1,353	101,492	10,478	\$291	4,604	3,405	3,326	393,786	393,786		
1939.....	1,046,006	608,095	-----	107,282	58,331	307,512	-----	1,451	109,192	13,896	1,926	4,952	3,553	2,846	435,065	429,295		
1940.....	1,191,908	654,042	\$21,075	114,166	62,019	317,851	\$7,784	1,448	105,696	11,736	2,497	5,810	3,960	3,277	534,589	518,700		
1941.....	1,090,102	726,631	55,141	119,913	64,933	320,561	25,454	1,559	111,799	13,328	3,421	6,170	4,352	4,615	358,856	344,321		
1942.....	1,137,074	780,364	80,304	122,806	68,115	325,265	41,702	1,603	111,193	15,034	4,114	6,108	4,120	6,357	350,353	344,084		
1942																		
October.....	84,457	66,813	7,175	10,308	5,802	27,517	3,863	134	9,486	1,239	349	609	331	558	17,086	16,896		
November.....	78,801	66,425	7,191	10,326	5,820	27,350	3,921	135	9,372	1,104	344	553	309	645	11,731	11,574		
December.....	79,567	67,333	7,338	10,402	5,858	27,493	4,082	137	9,432	1,362	413	489	327	521	11,713	11,558		
1943																		
January.....	80,392	67,307	7,464	10,302	5,913	27,310	4,171	135	9,423	1,395	313	538	343	701	12,384	12,182		
February.....	79,208	67,762	7,623	10,364	5,941	27,293	4,308	138	9,332	1,453	421	547	342	408	11,038	10,878		
March.....	80,532	68,776	7,781	10,386	5,968	27,416	4,492	140	9,445	1,672	414	627	435	870	10,886	10,744		
April.....	77,138	68,882	7,871	10,106	5,985	27,410	4,615	128	9,530	1,635	517	668	417	781	7,475	7,369		
May.....	76,515	69,171	7,976	10,114	6,022	27,449	4,735	128	9,549	1,665	565	601	367	907	6,437	6,383		
June.....	75,849	69,287	8,004	10,432	6,067	27,456	4,770	143	9,480	1,398	513	629	395	571	5,991	5,950		
July.....	76,121	69,709	8,193	10,447	6,087	27,820	4,824	143	9,309	1,418	517	578	373	817	5,595	5,564		
August.....	75,609	69,489	8,262	10,565	6,095	27,307	4,912	148	9,427	1,416	470	565	322	886	5,234	5,191		
September.....	76,511	70,490	8,358	10,602	6,180	27,393	5,056	142	9,845	1,434	483	644	353	1,544	4,477	4,433		
October.....	75,533	70,996	8,471	10,609	6,195	27,593	5,174	146	9,932	1,433	466	625	343	957	3,590	3,546		

¹ Data represent payments to individuals and exclude cost of administration. Payments under Social Security and Railroad Retirement Acts (including retroactive payments) and payments under Railroad Unemployment Insurance Act are amounts certified; payments under Civil Service Commission and Veterans Administration are disbursements minus cancellations; State unemployment insurance payments are checks issued by State agencies.

² Old-age retirement benefits under all acts, disability retirement benefits under Railroad Retirement and Civil Service Retirement Acts, and disability payments to veterans.

³ Represents primary and wife's benefits and benefits to children of primary beneficiaries. Partly estimated.

⁴ Amounts certified, minus cancellations. Monthly payments to survivors include annuities to widows under joint and survivor elections and 12-month death-benefit annuities to widows and next of kin.

⁵ Represents principally payments from civil-service retirement and disability fund but includes also payments from Canal Zone retirement and disability fund and Alaska Railroad retirement and disability fund admin-

istered by Civil Service Commission. Monthly retirement payments include accrued annuities to date of death paid to survivors. Data for calendar years 1936-39 estimated on basis of fiscal-year data.

⁶ Veterans' pensions and compensation payments.

⁷ Represents widow's, widow's current, parent's, and child's benefits. Partly estimated.

⁸ Payments to widows, parents, and children of deceased veterans.

⁹ Represents survivor payments with respect to deaths of covered workers under both the 1935 and 1939 acts, and, for the period January 1937-August 1939, payments to covered workers at age 65 totaling \$9.9 million, which are not survivor payments.

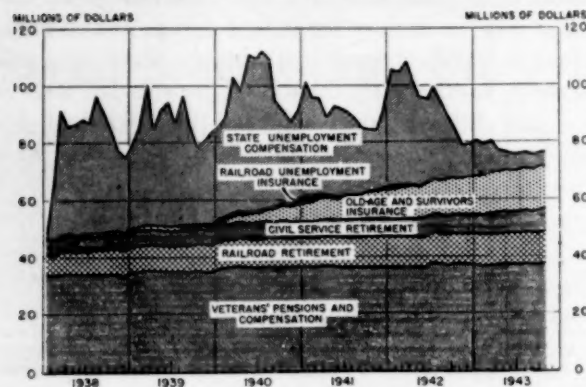
¹⁰ Payments for burial of deceased veterans.

¹¹ Annual figures adjusted for voided benefit checks; monthly figures unadjusted.

¹² 1942 annual figures adjusted for underpayments and recoveries of overpayments; monthly figures unadjusted.

¹³ Preliminary estimate.

Chart 1.—Payments under selected social insurance and related programs, January 1938–October 1943



The act schedules the amounts to be contributed by the Government and by the enlisted man for each class of dependent. When increases under the October amendment become effective in November, there will be a considerable increase in the figures shown in the table. There is no increase in the amounts which the enlisted man must

allot from his pay, and under the amendment all the first month's payment is met by the Government.

Social insurance and related payments amounted to \$142 million in October, maintaining the September level. There was a further decrease in unemployment insurance payments which offset an increase in retirement, disability, and survivor payments.

Social Insurance and Related Payments

Total payments under the selected social insurance and related programs included in table 2 dropped to \$75.5 million, 10.6 percent below payments in October 1942, and 1.3 percent below those in September. Retirement, disability, and survivor payments amounting to \$71.0 million accounted for 94 percent of all payments; unemployment insurance payments, for 4.8 percent; and refunds by the Civil Service Commission to employees leaving the Federal service, for 1.3 percent. There has been a radical shift from the distribution of

Table 3.—Individuals receiving payments under selected social insurance and related programs, by month, October 1942–October 1943

[In thousands; data corrected to Dec. 7, 1943]

Year and month	Retirement, disability, and survivor beneficiaries											Em- ployees receiv- ing refunds upon leaving Federal civil service ⁸	Unemployment insurance beneficiaries	
	Monthly retirement and disability beneficiaries				Survivor beneficiaries								State unem- ploy- ment comp- ensa- tion laws ¹⁰	Rail- road Unem- ploy- ment Insur- ance Act ¹¹
					Monthly			Lump-sum ⁹						
	Social Secur- ity Act ¹	Rail- road Retire- ment Act ²	Civil Service Comm- ission ³	Veterans Admin- istra- tion ⁴	Social Secur- ity Act ⁵	Rail- road Retire- ment Act ⁶	Veterans Admin- istra- tion ⁷	Social Secur- ity Act	Rail- road Retire- ment Act	Civil Service Comm- ission	Veterans Admin- istra- tion			
1942														
October	345.4	154.5	71.7	623.6	242.5	3.8	315.8	8.8	1.0	0.7	3.4	7.7	310.4	3.9
November	346.6	154.7	72.2	624.0	247.8	3.8	316.1	7.9	1.0	.7	3.2	8.9	221.5	3.1
December	351.8	154.9	72.7	624.1	255.1	3.8	315.9	9.7	1.2	.6	3.3	7.3	192.6	3.3
1943														
January	358.4	154.9	72.8	622.8	262.3	3.8	311.5	9.8	1.0	.7	3.7	10.0	226.8	4.0
February	364.6	155.4	73.4	622.0	269.7	3.9	311.2	10.2	1.3	.7	3.7	9.3	208.6	3.5
March	369.9	155.4	73.7	621.0	279.2	3.9	311.9	11.9	1.2	.8	4.1	14.8	181.5	2.6
April	375.1	155.6	74.0	620.8	288.2	3.9	312.2	11.8	1.4	1.0	4.1	13.1	131.2	1.9
May	380.6	155.6	74.4	621.9	297.2	3.9	313.4	11.9	1.6	.9	3.8	13.0	119.5	1.0
June	383.9	156.0	74.8	623.0	302.9	4.0	314.8	10.0	1.4	.9	3.8	12.2	100.3	.7
July	390.7	156.3	74.7	624.8	307.0	4.0	313.1	10.2	1.4	.9	3.7	20.9	90.6	.5
August	393.9	157.1	75.1	627.0	312.4	4.1	313.9	10.2	1.3	.8	3.2	22.3	88.8	.7
September	397.3	157.7	75.5	629.1	321.5	4.1	315.6	10.2	1.3	1.0	3.5	27.5	74.5	.7
October	401.3	158.1	76.0	633.7	329.5	4.1	318.4	10.1	1.2	1.3	3.4	17.3	60.7	.7

¹ Primary beneficiaries and their wives and children, for whom benefits were certified.

² Annuitants and pensioners on roll as of 20th of month; includes disability annuitants.

³ See table 2, footnote 5. Includes persons receiving survivor benefits under joint and survivor elections. Figures not adjusted for suspension of annuities of persons reemployed under National Defense Acts of June 28, 1940, and Jan. 24, 1942.

⁴ Veterans receiving pensions and compensation.

⁵ Widows, parents, and children for whom benefits were certified.

⁶ Widows receiving survivor benefits under joint and survivor elections and next of kin receiving death-benefit annuities for 12 months; number on roll as of 20th of month. Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

⁷ Widows, parents, and children of deceased veterans on whose account payments were made during month.

⁸ For Social Security Act, deceased wage earners whose survivors received payments under either the 1935 or 1939 act; for Railroad Retirement Act, deceased wage earners whose survivors received payments certified in month ended on 20th calendar day; for Civil Service Commission, employees who died before retirement age and annuitants with unexpended balances whose survivors received payments; for Veterans Administration, survivors or other persons entitled to reimbursement for expenditures in connection with burial of deceased veterans.

⁹ See table 2, footnote 5, for programs covered.

¹⁰ Represents average weekly number of benefit recipients.

¹¹ Represents average number of persons receiving benefits for unemployment in a 14-day registration period.

payments in October 1942, when retirement, disability, and survivor payments constituted 79.1 percent of the total, unemployment insurance 20.2 percent, and refunds 0.7 percent.

Monthly retirement and disability payments increased slightly above September levels. The largest increase, a little over 1 percent, was the rise in social security payments; payments under the other three programs rose less than 1 percent. Compared with October 1942, increases in payments ranged from 18.1 percent under the Social Security Act to 0.3 percent under the Veterans Administration.

Monthly survivor payments under the Railroad Retirement Act were 2.8 percent above those of the preceding month. Payments under the Social Security Act increased 2.3 percent and under the Veterans Administration, 0.9 percent. Survivor payments under the Railroad Retirement Act, amounting to \$465,000, were 3.7 percent below payments in September. There was a decline of 38 percent in refunds of accumulated contributions plus interest made by the Civil Service Commission. Payments under the other programs decreased less than 3.0 percent.

Benefits paid to eligible unemployed workers under the State unemployment compensation laws amounted to \$3.5 million—19.8 percent below the September figure and 79.0 percent below that for October 1942. Payments under the Railroad Unemployment Insurance Act maintained the preceding month's amount—\$44,000—but were 76.8 percent below that for October 1942.

Monthly retirement, disability, and survivor payments totaling \$68.1 million were made to approximately 1.9 million recipients. Some 160,000 survivors received lump-sum payments of \$2.9 million. The 730,800 monthly beneficiaries under the social security program represent more than 456,000 families. The number of beneficiaries receiving monthly retirement or survivor payments under the railroad retirement and civil-service retirement programs—238,200—is a close approximation of the number of families which received benefits, inasmuch as these programs do not provide supplementary benefits for wives and children of retired workers. The 952,100 monthly beneficiaries under the Veterans Administration program represent approximately 875,700 families. Unemployment benefits totaling \$3.6 million were distributed among 61,400 recipients.

Estimated Workmen's Compensation Payments, 1942

Final estimates² of workmen's compensation payments during 1942, by State, have now become available. Total payments in that year are estimated at \$337 million, an increase of 14 percent over 1941. The relative increase is less than that in 1941, when payments were 17 percent above those for 1940, and indicates a slackening in the rate of increase in many States. The rise in 1942 payments is due primarily to the increase in employment resulting from the war effort. General lengthening of working hours, the influx of less experienced and inexperienced help, and overcrowded plant facilities are additional factors contributing to the increase in work injuries and benefit payments. According to estimates made by the Bureau of Labor Statistics, there were 2.3 million disability work injuries in 1942, exceeding the 1941 total by 4 percent, with most of the increase in temporary total disabilities.

Changes from 1941 to 1942 vary considerably among the States, reflecting the effect of various factors on the level of benefit payments. While the incidence of employment changes in the States is probably the most important factor, the relative maturity of the program is also of considerable influence in determining total payments in a State, in that the more mature the program the greater are accumulated payments for compensable injuries received in previous years. The 125-percent increase in Arkansas reflects primarily the fact that the program had been in operation only 2 years and a considerable expansion is natural in early years. The 15-percent decrease in payments for Federal employees resulted from the liquidation of Federal work programs whose employees were covered under the U. S. Employees' Compensation Act.

Excluding these two extreme instances of change, percentage changes among the States ranged from a decrease of 6.7 percent to an increase of 49.7 percent. For 1941 the corresponding range was from a decrease of 4.3 percent to an increase of 72 percent. In 1941 only 1 State showed a decrease while in 1942 decreases occurred in 4 States. In 16 States in 1941 and 14 in 1942, payments increased 25 percent or more as compared with the preceding year.

Three of the four States in which decreases

² For method of estimating, see the Bulletin for January 1942, pp. 6-14.

occurred in 1942—Idaho, Montana, and Wyoming—are States where there is considerable employment in mining, which probably decreased in activity; in the other State showing a decrease—Oregon—almost all insurance is carried with the State fund administered by the State Accident Fund Commission, which carried out an intensive

safety campaign in 1942. The 14 States in which payments were 25 percent or more above those in 1941 included 3 New England States, where employment in manufacturing increased considerably, and 7 States in the South and Southwest, where construction activity was probably an important factor in the rise in payments.

Table 4.—Estimated workmen's compensation payments, by State, 1941 and 1942¹

[In thousands]

State	1941				1942				Percentage change in total payments, 1941-42
	Total	Insurance losses paid, private insurance carriers ²	State fund, net disbursements ³	Self-insurance payments ⁴	Total	Insurance losses paid, private insurance carriers ²	State fund, net disbursements ³	Self-insurance payments ⁴	
Total.....	\$296,117	\$159,823	\$77,122	\$59,172	\$337,381	\$190,239	\$80,616	\$66,526	+13.9
Alabama.....	1,732	965	—	767	2,083	1,472	—	611	+20.3
Arizona.....	1,687	50	1,553	84	1,763	59	1,623	81	+4.5
Arkansas.....	720	720	—	—	1,617	1,617	—	—	+124.6
California.....	23,977	12,531	5,772	5,674	28,402	15,799	5,882	6,721	+18.5
Colorado.....	2,706	594	1,277	835	2,971	814	1,240	917	+9.8
Connecticut.....	4,493	3,821	—	672	5,791	4,924	—	867	+28.9
Delaware.....	420	321	—	99	470	359	—	111	+11.9
District of Columbia.....	1,796	1,371	—	425	1,801	1,375	—	426	+3
Florida.....	2,492	2,167	—	325	2,916	2,536	—	380	+17.0
Georgia.....	1,837	1,477	—	360	1,910	1,762	—	148	+4.0
Idaho.....	1,325	246	709	370	1,274	373	542	359	-3.8
Illinois.....	16,363	12,211	—	4,152	18,379	13,955	—	4,424	+12.3
Indiana.....	4,957	3,784	—	1,173	5,811	4,436	—	1,375	+17.2
Iowa.....	2,100	1,680	—	420	2,464	1,971	—	493	+17.3
Kansas.....	1,863	1,337	—	526	2,015	1,446	—	569	+9.2
Kentucky.....	3,804	1,577	—	2,227	4,716	1,848	—	2,868	+24.0
Louisiana.....	3,856	2,911	—	945	5,184	3,914	—	1,270	+34.4
Maine.....	1,216	1,022	—	194	1,628	1,368	—	260	+33.9
Maryland.....	3,263	2,274	381	608	4,078	2,881	437	760	+25.0
Massachusetts.....	8,491	8,276	—	215	9,555	9,313	—	242	+12.5
Michigan.....	10,135	5,720	1,014	3,401	10,954	6,626	1,021	3,307	+8.1
Minnesota.....	4,381	3,344	—	1,037	4,842	3,696	—	1,146	+10.5
Mississippi.....	18	18	—	—	23	23	—	—	+27.8
Missouri.....	5,584	3,981	—	1,603	6,422	4,920	—	1,502	+15.0
Montana.....	2,279	182	1,371	726	2,127	188	1,270	669	-6.7
Nebraska.....	981	873	—	108	1,232	1,096	—	136	+25.6
Nevada.....	931	(⁵)	860	71	1,024	(⁵)	923	101	+10.0
New Hampshire.....	786	771	—	15	933	915	—	18	+18.7
New Jersey.....	16,123	12,308	—	3,815	19,439	14,839	—	4,600	+20.6
New Mexico.....	651	497	—	154	942	719	—	223	+44.7
New York.....	56,117	33,276	13,678	9,163	62,878	37,278	15,333	10,267	+12.0
North Carolina.....	2,713	2,100	—	613	3,202	2,463	—	739	+18.0
North Dakota.....	636	(⁵)	636	—	747	1	—	746	+17.5
Ohio.....	19,407	45	16,818	2,544	23,471	42	20,138	3,291	+20.9
Oklahoma.....	3,557	2,362	430	765	4,539	2,960	544	1,035	+27.6
Oregon.....	4,863	145	4,718	—	4,822	453	4,369	—	-8
Pennsylvania.....	24,596	11,714	2,944	9,938	25,600	12,620	2,642	10,347	+4.1
Rhode Island.....	1,669	1,486	—	183	2,498	2,224	—	274	+49.7
South Carolina.....	1,995	1,523	—	472	2,584	1,973	—	611	+29.5
South Dakota.....	304	232	—	72	361	276	—	85	+18.8
Tennessee.....	2,190	1,595	—	595	2,931	2,135	—	796	+33.8
Texas.....	10,355	10,355	—	—	12,096	12,096	—	—	+25.5
Utah.....	1,273	313	733	27	1,575	699	685	281	+23.7
Vermont.....	423	409	—	14	459	444	—	15	+8.5
Virginia.....	3,455	2,177	—	1,278	4,461	2,811	—	1,650	+29.1
Washington.....	6,167	154	5,428	585	6,466	193	5,673	600	+4.8
West Virginia.....	6,096	2	5,902	192	6,820	44	6,575	201	+12.4
Wisconsin.....	6,466	4,906	—	1,560	7,223	5,443	—	1,780	+11.7
Wyoming.....	422	(⁵)	422	—	411	(⁵)	411	—	-2.6
Federal employees.....	12,476	—	12,476	—	10,562	—	10,562	—	-15.5

¹ Data for calendar years, except for Montana, Nevada, North Dakota, Oregon, West Virginia, and Federal employees, for which fiscal years ended in 1941 and 1942 were used. State fund net disbursements of Utah are also on this basis. Benefit payments made under the Longshoremen's and Harbor Workers' Compensation Act are included in data for the States in which payments are made.

² From the *Spectator*, the Insurance Yearbook, Casualty, Surety, and Miscellaneous, 70th and 71st annual issues; represents net amount of cash and medical benefits paid by private insurance carriers under standard workmen's compensation policies.

³ Compiled from State data and from the *Spectator*; represents net amount of cash and medical benefits paid by State funds.

⁴ Estimated from available State data; represents amounts of cash and medical benefits paid by self-insurers plus amounts of medical benefits paid by employers carrying ex-medical policies.

⁵ The increase of 124.6 percent in Arkansas is due to the fact that the program has been in operation only 2 years and the rate of growth in beneficiaries and payments is still high.

⁶ Less than \$500.

Financial and Economic Data

Receipts and Expenditures

Social security tax receipts during October amounted to only 2.2 percent of total Federal receipts compared with 7.3 percent in October 1942. The small proportion reflects the fact that total receipts more than tripled while social security taxes decreased 4 percent. For the first 4 months of the fiscal year, social security collections represented 3.1 percent of total Federal receipts; in the

corresponding period of 1942-43 the percentage was 6.8.

Federal receipts from all sources amounted to \$2,069 million in October compared with \$5,448 million in the preceding month and \$648 million in October 1942 (table 1). The decrease in receipts between the third month of one quarter and the first month of the next has been typical, primarily because of the heavy inflow of income-tax pay-

Table 1.—Social security and total Federal receipts, expenditures, and public debt, by specified period, 1936-43

[In millions]

Period	General and special accounts										Trust accounts, etc., ⁴ excess receipts (+) or expenditures (-)	Change in general fund balance	Public debt					
	Receipts of Federal Government				Expenditures ⁴ of Federal Government								Total	Old-age and survivors insurance trust fund	Unemployment trust fund	Railroad retirement account	All other	
	Total ¹	Social security taxes ²	Railroad retirement and unemployment taxes ³	All other	Total ¹	Under the Social Security Act		Under the Railroad Retirement Board		All other								Excess receipts (+) or expenditures (-)
						Administrative expenses and grants to States ⁴	Net appropriations and transfers to old-age and survivors insurance trust fund	Administrative expenses	Transfers to railroad retirement account									
Fiscal year:																		
1936-37.....	\$5,924	\$252	(7)	\$5,042	\$8,442	\$183	\$265	\$1		\$7,993	-\$3,149	+\$374	-\$128	\$36,425	\$267	\$312	\$35,846	
1937-38.....	6,242	604	\$150	5,488	7,626	291	387	3	\$146	6,799	-1,384	+306	-338	37,165	662	872	36,565	
1938-39.....	5,668	631	109	4,928	9,210	342	503	3	107	8,255	-3,542	+890	+622	40,440	1,177	1,267	37,929	
1939-40.....	5,925	712	126	5,087	9,537	379	539	8	121	8,490	-3,612	+137	-947	42,968	1,738	1,710	39,441	
1940-41.....	8,269	788	144	7,337	13,372	447	661	7	124	12,133	-5,103	-148	+742	48,961	2,381	2,273	44,233	
1941-42.....	13,668	1,016	178	12,474	33,265	501	869	10	141	31,744	-19,598	-3,506	+358	72,422	3,202	3,139	65,989	
1942-43.....	23,385	1,289	219	21,877	79,282	504	1,103	8	215	77,452	-55,897	-1,861	+6,515	136,696	4,237	4,367	127,914	
4 months ended:																		
October 1941.....	2,634	266	41	2,327	7,328	191	245	3	78	6,811	-4,694	+80	+8	53,584	2,546	2,538	48,388	
October 1942.....	4,766	323	52	4,391	22,543	204	299	3	146	21,891	-17,777	-800	+1,905	92,904	3,403	3,397	85,908	
October 1943.....	12,570	390	66	12,114	30,084	200	364	2	194	29,324	-17,514	-1,046	+9,790	165,047	4,499	4,768	155,448	
1942																		
October.....	648	47	1	600	5,979	63	41	1	34	5,840	-5,331	-496	+594	92,904	3,403	3,397	85,908	
November.....	830	240	8	582	6,591	39	229	1		6,322	-5,761	+736	-1,814	96,116	3,393	3,588	88,950	
December.....	2,702	4	45	2,653	6,501	33	1	1		6,465	-3,799	-794	+7,461	108,170	3,655	3,687	100,654	
1943																		
January.....	824	51	1	772	6,408	56	35	1	34	6,282	-5,584	-135	-2,819	111,069	3,645	3,717	103,510	
February.....	1,190	336	8	846	6,354	25	235	1		6,093	-5,164	-122	-2,331	114,024	3,632	3,970	106,235	
March.....	5,207	6	44	5,157	7,355	37	1	1		7,316	-2,147	-549	-1,213	115,507	3,893	3,992	107,446	
April.....	1,555	47	3	1,505	7,507	59	41	1	35	7,371	-5,952	+48	+8,438	129,849	3,880	4,016	121,753	
May.....	1,742	276	6	1,460	7,697	37	262	(7)		7,398	-5,955	-39	+70	135,913	3,880	4,285	127,559	
June.....	4,569	6	51	4,512	8,327	15	(7)	1		8,311	-3,758	-206	-3,180	136,696	4,237	4,367	127,914	
July.....	2,048	47	1	2,000	7,153	58	41	(7)	161	6,893	-5,105	-635	-912	141,524	4,224	4,405	132,663	
August.....	3,005	295	15	2,695	7,901	52	284	(7)		7,565	-4,896	+131	-2,231	144,059	4,224	4,708	134,806	
September.....	5,448	4	49	5,395	7,535	32	(7)	(7)		7,503	-2,087	-410	+11,794	158,349	4,499	4,740	145,800	
October.....	2,069	45	1	2,023	7,495	57	39	(7)	34	7,365	-5,426	-132	+1,139	165,047	4,499	4,768	155,448	

¹ Beginning July 1940, Treasury reports of net receipts and expenditures of general and special accounts exclude appropriations to old-age and survivors insurance trust fund minus reimbursements to Treasury for administrative expenses; such net appropriations are included in this table for comparison with previous periods.

² Represents collections under Federal Insurance Contributions Act and Federal Unemployment Tax Act.

³ Represents total collections under Carriers Taxing Act and 10 percent of collections under Railroad Unemployment Insurance Act (see table 2, footnote 5).

⁴ Checks cashed and returned to Treasury. Excludes public-debt retirement.

⁵ Includes administrative expenses under Wagner-Peyser Act for employ-

ment service administration, July 1940-December 1941, but excludes grants to States under that act; the latter are included in "all other." From Jan. 1 through Nov. 30, 1942, includes Federal expenditures for operation of employment services in the States. Excludes administrative expenses incurred by Treasury prior to July 1940 in administration of title II of Social Security Act and Federal Insurance Contributions Act. Also excludes funds for disease and sanitation investigations of Public Health Service.

⁶ Includes all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

⁷ Less than \$500,000.

Source: Daily Statement of the U. S. Treasury.

ments in the third month of each quarter. The drop between September and October 1943 was sharper than usual, however, because September income-tax receipts included the first of two installments that individual taxpayers were required to pay to bring their 1943 income-tax payments to a current-payment basis.

Federal insurance contributions of \$41.5 million in October were 5.5 percent below collections a year ago. Collections during the first 4 months of the fiscal year amounted to \$375 million, almost 22 percent above those in the same period of 1942 and 48 percent above those in July-October 1941.

Table 2.—Social insurance taxes under selected programs, by specified period, 1936-43

[In thousands]

Period	Old-age and survivors insurance		Unemployment insurance		
	Federal insurance contributions ¹	Taxes on carriers and their employees ²	State unemployment contributions ³	Federal unemployment taxes ⁴	Railroad unemployment insurance contributions ⁵
Cumulative through October 1943.....	\$4,935,242	\$959,862	\$6,376,238	\$747,600	\$332,378
Fiscal year:					
1936-37.....	194,346	345	(?)	\$ 57,751	.....
1937-38.....	514,406	150,132	(?)	\$ 90,104	.....
1938-39.....	530,358	109,257	803,007	100,869	.....
1939-40.....	604,694	120,967	853,935	107,523	49,167
1940-41.....	690,555	136,942	888,450	97,677	68,162
1941-42.....	895,619	170,012	1,093,901	119,944	84,738
1942-43.....	1,130,495	208,795	1,215,201	158,361	102,710
4 months ended:					
October 1941.....	253,380	38,678	409,050	12,790	18,812
October 1942.....	308,441	50,050	419,186	14,795	24,241
October 1943.....	374,770	63,413	485,260	15,372	27,601
1942					
October.....	43,949	1,126	143,232	2,619	106
November.....	231,075	8,153	153,166	8,689	940
December.....	3,517	42,848	12,249	950	24,566
1943					
January.....	37,117	1,075	128,366	13,606	64
February.....	236,743	7,387	173,586	99,042	1,271
March.....	2,858	41,766	4,485	3,243	25,201
April.....	43,407	2,971	147,548	3,260	94
May.....	264,568	5,897	168,030	11,653	470
June.....	2,769	48,618	8,585	3,121	25,864
July.....	43,584	1,119	146,939	3,226	69
August.....	286,625	15,027	197,513	8,051	1,316
September.....	3,018	46,175	4,787	1,063	24,863
October.....	41,542	1,091	136,021	3,631	1,353

¹ Tax effective Jan. 1, 1937, payable by employers and employees.

² Federal tax effective Mar. 1, 1936, payable by carriers and employees.

³ Represents contributions plus penalties and interest collected from employers and contributions from employees, deposited in State clearing accounts. Data include contributions based on wages from railroad industry prior to July 1, 1939. Data reported by State agencies, corrected to Nov. 27, 1943.

⁴ Tax effective Jan. 1, 1936, payable by employers only. Amounts paid into State unemployment funds not included.

⁵ Tax effective July 1, 1939, payable by employers only. Amounts differ from figures in table 1, which represent only the 10 percent deposited in general and special accounts of Treasury.

⁶ Includes \$40,561,886 subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to the Federal Government.

⁷ Not available.

Source: *Daily Statement of the U. S. Treasury*, unless otherwise noted.

Total contributions collected under the selected social insurance programs shown in table 2 amounted to \$966 million in the 4 months ended October 31, 18 percent more than the comparable total in 1942. About \$456 million, or 47 percent of this total, was included in the gross receipts of the general and special accounts of the United States Treasury. The other 53 percent consisted of State unemployment contributions which were paid to State agencies and the 90 percent of railroad unemployment insurance contributions de-

Table 3.—Federal appropriations and expenditures for administrative expenses and grants to States under the Social Security Act, by specified period, 1942-44

[In thousands]

Item	Fiscal year 1942-43		Fiscal year 1943-44	
	Appropriations ¹	Expenditures through October ²	Appropriations ³	Expenditures through October ⁴
Total.....	\$544,688	\$203,844	\$481,138	\$199,657
Administrative expenses.....	27,128	10,659	24,610	10,970
Federal Security Agency, Social Security Board ⁵	26,642	8,232	24,000	8,360
Department of Labor, Children's Bureau.....	376	112	360	143
Department of Commerce, Bureau of the Census.....	110	132	250	90
Department of the Treasury ⁶	(9)	2,182	(9)	2,369
Grants to States.....	517,560	193,185	456,528	188,717
Federal Security Agency.....	506,360	190,038	445,328	184,886
Social Security Board.....	495,360	184,397	434,328	179,591
Old-age assistance.....	329,000	119,356	325,000	135,346
Aid to dependent children.....	78,000	29,433	65,000	22,459
Aid to the blind.....	8,710	3,385	9,000	3,635
Unemployment compensation administration.....	79,650	32,223	35,328	18,151
Public Health Service: Public health work.....	11,000	5,641	11,000	5,285
Department of Labor, Children's Bureau.....	11,200	3,147	11,200	3,831
Maternal and child health services.....	5,820	1,444	5,820	2,181
Services for crippled children.....	3,870	1,077	3,870	1,154
Child welfare services.....	1,510	627	1,510	497

¹ Excludes some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes.

² Excludes unexpended balance of appropriations for previous fiscal year. Based on checks cashed and returned to the Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

³ Includes amounts expended by the Board in administration of title II of the act, reimbursed to general fund of the Treasury. Includes amounts for administration of the Wagner-Peyser Act prior to Jan. 1, 1942. See footnote 7.

⁴ Represents amounts expended by the Treasury in administration of title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed to general fund of the Treasury.

⁵ Not available.

⁶ Prior to Jan. 1, 1942, includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program, and excludes grants to States for employment service administration under the Wagner-Peyser Act. From Jan. 1 through Nov. 30, 1942, includes Federal expenditures for operation of employment services in the States.

Source: Various Federal appropriation acts (appropriations); *Daily Statement of U. S. Treasury* (expenditures).

posited in the railroad unemployment insurance account. Receipts under each of the five programs were higher than in the comparable period of any previous year.

Federal expenditures in October totaled \$7,495 million, 25 percent more than in the same month of 1942 (table 1). July-October expenditures were 33 percent above those for the same months of 1942. Expenditures under the Social Security Act, including net appropriations to the old-age and survivors insurance trust fund, represented only 1.9 percent of total Federal expenditures in July-October compared with 2.2 percent a year earlier.

The marked decrease in total Federal receipts during October together with high disbursements resulted in an excess of expenditures over receipts amounting to \$5,426 million, and brought the excess for the first 4 months of the fiscal year to \$17,514 million. The public debt rose from \$137 billion as of June 30 to \$165 billion as of October 31. Net investments of \$663 million were acquired by the old-age and survivors insurance trust fund and the unemployment trust fund

during that period, an amount equivalent to 2.3 percent of the increase in the public debt. The combined investments of the two funds totaled \$9.3 billion at the end of October, or 5.7 percent of the interest-bearing public debt.

A continued decline in the computed average rate of interest on the interest-bearing public debt brought the rate down to 1.940 percent at the end of October as compared with 1.955 percent a month earlier and 2.129 percent as of October 31, 1942. Special obligations issued to either of the two trust funds in November, therefore, were required to bear interest at the rate of 1½ percent.

Total Federal expenditures for grants to States and administrative expenses under the Social Security Act amounted to \$200 million for July-October 1943, 2 percent less than in the comparable months last year. Grants to States for old-age assistance were higher than last year, as were grants for aid to the blind, for maternal and child health services, and for services to crippled children. Grants for the other four programs declined. Administrative expenses were slightly

Table 4.—Status of the old-age and survivors insurance trust fund, by specified period, 1936-43

[In thousands]

Period	Receipts		Expenditures		Assets			
	Transfers and appropriations to trust fund ¹	Interest received ²	Benefit payments ³	Reimbursement for administrative expenses	Net total of Treasury notes and bonds acquired ⁴	Cash with disbursing officer at end of period	Credit of fund account at end of period ⁵	Total assets at end of period
Cumulative through October 1943.....	\$4,794,025	\$302,044	\$415,539	\$104,474	\$4,498,885	\$25,910	\$51,260	\$4,576,055
Fiscal year:								
1936-37.....	265,000	2,262	27	—	267,100	73	62	267,235
1937-38.....	387,000	15,412	5,404	—	395,200	1,931	113,012	777,243
1938-39.....	503,000	26,951	13,892	—	514,900	3,036	66	1,180,302
1939-40.....	550,000	42,489	15,805	12,288	560,900	6,098	800	1,744,098
1940-41.....	688,141	55,958	64,342	26,840	642,500	10,778	6,238	2,397,615
1941-42.....	895,619	71,007	110,281	26,766	821,034	20,384	5,176	3,227,194
1942-43.....	1,130,495	87,403	149,304	27,492	1,035,200	24,495	6,066	4,268,296
4 months ended:								
October 1941.....	253,380	218	31,719	8,814	165,400	14,040	50,640	2,610,680
October 1942.....	308,441	896	45,696	9,312	201,451	31,487	46,932	3,481,514
October 1943.....	374,770	562	56,485	11,087	262,051	25,910	51,260	4,576,055
1942								
October.....	43,940	100	11,924	2,526	-12,000	31,487	46,932	3,481,514
November.....	231,075	115	11,882	2,526	-10,000	29,480	275,720	3,698,296
December.....	3,517	836	12,012	2,526	263,339	27,382	5,294	3,688,110
1943								
January.....	37,117	164	12,386	1,809	-10,000	24,987	40,775	3,711,197
February.....	236,743	244	12,548	1,809	-13,000	25,434	275,958	3,933,827
March.....	2,858	946	13,605	1,809	260,600	24,793	4,389	3,922,216
April.....	43,407	300	13,547	2,566	-13,000	24,238	45,543	3,949,815
May.....	264,568	—	13,721	2,566	—	24,509	298,652	4,198,066
June.....	2,769	83,907	13,909	2,566	356,800	24,495	6,066	4,268,296
July.....	43,584	8	13,696	2,823	-13,000	23,792	47,743	4,295,369
August.....	286,625	—	13,938	2,823	—	23,845	317,554	4,568,234
September.....	3,018	554	14,301	2,823	275,051	24,468	28,328	4,551,682
October.....	41,542	—	14,549	2,619	—	25,910	51,260	4,576,055

¹ Beginning July 1940, trust fund appropriations equal taxes collected under Federal Insurance Contributions Act.

² Interest on investments held is credited annually in June; on investments redeemed, in month of redemption.

³ Based on checks cashed and returned to Treasury.

⁴ Minus figures represent net total of notes redeemed; includes accrued interest.

⁵ Prior to July 1940, includes balance of appropriation available for transfer.

Source: Daily Statement of the U. S. Treasury.

higher in the first 4 months of the current fiscal year than in the same period of 1942.

Old-Age and Survivors Insurance Trust Fund

Appropriations to the old-age and survivors insurance trust fund, which are equal to insurance contributions collected, amounted to \$41.5 million in October. For this fiscal year, these appropriations totaled \$375 million (table 4), and were 22 percent more than in July-October 1942. As in previous months, one-third of the quarter's reimbursements for administrative expenses was deducted from the total assets of the fund in October in advance of actual repayment to the Treasury at the end of the quarter. The October deduction of \$2.6 million indicates a total reimbursement during the quarter of approximately \$7.9 million, \$612,000 less than in the preceding quarter.

Since there were no transactions in Government securities on behalf of the fund in October, its total investments remained at \$4,499 million with an average interest rate of 2.243 percent. Old-age and survivors insurance benefits paid during the month on a checks-cashed basis were \$14.5 million, 1.7 percent or \$248,000 more than in September. Assets of the fund increased

\$24.4 million from September 30 to October 31, to a total of \$4,576 million.

Railroad Retirement Account

The assets of the railroad retirement account at the beginning of October were \$425 million. Interest added \$101,000, and benefit payments withdrew \$11.3 million, leaving a balance at the end of October of \$413 million. The appropriation account was reduced by the transfer of \$33.5 million to be used for benefit payments in the October-December quarter. The amount not immediately required—\$22.0 million—was invested in Treasury notes, to be redeemed in the next 2 months as needed. The appropriation account held \$18.6 million at the end of October, the disbursing officer's account held \$12.7 million, and \$332 million was invested in Treasury notes.

Unemployment Trust Fund

Receipts of the unemployment trust fund amounted to \$36.8 million in October (table 6), including \$1.2 million deposited by the Railroad Retirement Board in the railroad unemployment insurance account. Withdrawals from State accounts for benefit payments declined to a new

Table 5.—Status of the railroad retirement account, by specified period, 1938-43

[In thousands]

Period	Receipts			Transfers from appropriation to trust fund	Benefit payments ¹	Assets at end of period			
	Amount appropriated	Interest received	Total			3-percent special Treasury notes	To credit of appropriation ²	To credit of disbursing officer	Total
Cumulative through October 1943.....	\$1,116,871	\$17,580	\$1,134,451	\$1,048,371	\$721,130	\$332,000	\$68,608	\$12,713	\$413,321
Fiscal year:									
Through June 1938.....	146,500	1,411	147,911	146,406	79,849	65,200	234	1,628	68,062
1938-39.....	118,250	2,202	120,452	107,094	105,774	67,200	13,206	2,334	82,740
1939-40.....	120,150	2,283	122,433	120,650	113,099	79,400	10,847	1,826	92,073
1940-41.....	³ 113,600	2,534	116,134	124,350	121,174	74,000	2,503	10,530	87,033
1941-42.....	140,850	3,143	143,993	140,850	126,244	91,500	1,597	11,686	104,782
1942-43.....	214,801	5,777	220,578	214,801	130,465	178,000	4,120	12,776	194,896
1943-44 (through October).....	262,720	231	262,951	194,220	44,525	332,000	68,608	12,713	413,321
1942									
October.....		92	92	33,500	10,805	196,000	38,851	11,895	276,745
November.....		129	129		10,703	185,000	68,850	12,322	266,172
December.....		157	157		10,763	174,000	68,868	12,697	255,566
1943									
January.....		184	184	34,000	10,816	197,000	34,890	13,044	244,934
February.....		193	193		10,837	187,000	34,900	12,391	234,291
March.....		238	238		11,089	176,000	34,944	12,495	223,440
April.....		241	241	34,700	11,073	200,000	248	12,360	212,607
May.....		292	292		11,045	189,000	302	12,552	201,854
June.....		4,117	4,117		11,076	178,000	4,120	12,776	194,896
July.....	262,720	10	262,730	160,720	11,078	332,000	102,052	12,495	446,548
August.....		46	46		11,077	321,000	102,049	12,468	435,517
September.....		74	74		11,088	310,000	102,076	12,427	424,503
October.....		101	101	33,500	11,283	332,000	68,608	12,713	413,321

¹ Based on checks cashed and returned to Treasury.

² Represents balances in appropriation and trust fund accounts, including net credit from adjustments such as cancellations and repayments.

³ Appropriation reduced by transfer of \$9 million in October 1940 to prior-service account for collection of service and compensation data of railroad workers prior to 1937.

Source: Daily Statement of the U. S. Treasury.

low of \$3.4 million, only 22 percent of withdrawals in October 1942. Railroad unemployment insurance benefits paid also declined slightly.

The fund acquired \$28 million of 1½-percent special certificates of indebtedness, 1944 series, during the month, raising total investments to

\$4,768 million. The average rate of interest on investments held at the end of the month was 1.889 percent as compared with 2.246 percent at the end of October 1942. Total assets of the fund as of October 31 reached \$4,780 million, 40 percent more than the total on October 31, 1942.

Table 6.—Status of the unemployment trust fund, by specified period, 1936–43¹

[In thousands]

Period	Total assets at end of period	Net total of Treasury certificates and bonds acquired ²	Unexpended balance at end of period	Undistributed interest at end of period ³	State accounts				Railroad unemployment insurance account			
					Deposits	Interest credited	Withdrawals ⁴	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period ^{4,5}
Cumulative through October 1943	\$4,779,705	\$4,768,000	\$11,705		\$6,322,794	\$265,815	\$2,215,159	\$4,373,449	\$299,145	\$15,545	\$43,419	\$406,252
Fiscal year:												
1936–37	312,389	293,386	94		291,703	2,737	1,000	312,389				
1937–38	884,247	559,705	12,247		747,660	15,172	190,975	884,247				
1938–39	1,280,539	395,000	13,539		811,251	26,837	441,795	1,280,539				
1939–40	1,724,862	443,000	14,862		859,864	37,524	484,764	1,693,164	44,249	262	14,552	31,699
1940–41	2,283,658	563,000	10,658		892,023	45,893	537,343	2,093,737	61,347	2,059	17,784	189,921
1941–42	3,150,103	866,000	11,103		1,095,991	61,998	368,070	2,883,654	76,266	5,424	9,072	266,447
1942–43	4,372,460	1,228,000	5,460		1,217,686	75,563	174,334	4,002,569	92,441	6,861	1,834	369,888
4 months ended:												
October 1941	2,541,283	265,000	3,283	\$33	334,997	55	96,243	2,332,547	16,932	5	2,064	208,703
October 1942	3,404,682	258,159	7,523	20	326,323	46	98,832	3,111,190	21,817	10	777	293,470
October 1943	4,779,705	401,000	11,705		387,759		16,878	4,373,449	24,842		177	406,252
1942												
October	3,404,682	38,000	7,523	20	49,813		15,466	3,111,190	95		197	293,470
November	3,635,512	191,000	47,353	20	241,689		11,548	3,341,331	846		158	294,158
December	3,698,008	98,841	11,008		12,929	34,754	10,300	3,378,714	22,110	3,164	141	319,291
1943												
January	3,726,317	30,000	9,317		39,972		11,530	3,407,156	57		190	319,158
February	3,977,252	253,000	7,252		261,206		11,243	3,657,119	1,144		173	320,129
March	4,000,027	22,000	8,027		11,209		10,955	3,657,373	22,681		160	342,650
April	4,027,054	24,021	11,033		34,839		7,780	3,684,432	86		118	342,618
May	4,298,319	269,000	13,299		276,672		5,758	3,955,346	423		71	342,970
June	4,372,460	81,979	5,460		12,848	40,763	6,388	4,002,569	23,278	3,687	47	390,888
July	4,411,878	38,000	6,878		43,628		4,207	4,041,990	62		65	360,885
August	4,719,315	303,000	11,315		299,709		5,124	4,336,575	1,185		33	382,737
Septem.	4,746,325	32,000	6,325		8,855		4,182	4,341,248	22,377		40	405,074
October	4,779,705	28,000	11,705		35,567		3,366	4,373,449	1,217		39	406,252

¹ Beginning July 1939, contains separate book account for railroad unemployment insurance, in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Contains also separate account for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

² Includes accrued interest.

³ Interest on redeemed Treasury certificates, received by fund at time of redemption but credited to separate accounts in last month of each quarter.

⁴ Includes transfers from State accounts to railroad unemployment insurance account amounting to \$105,901,000.

⁵ Includes transfers from railroad unemployment insurance administration fund amounting to \$29,082,667.

Source: *Daily Statement of the U. S. Treasury.*

Recent Publications in the Field of Social Security

SOCIAL SECURITY BOARD

U. S. SOCIAL SECURITY BOARD. BUREAU OF OLD-AGE AND SURVIVORS INSURANCE. *Old-Age and Survivors Insurance Statistics: Employment and Wages of Covered Workers, 1940*. Baltimore: Social Security Board, Bureau of Old-Age and Survivors Insurance, 1943. 272 pp. Processed.

Includes data for the country and by State, with information on wages and employment in covered industry in 1940 by age, sex, and race. In addition to material on the covered labor force in 1940 as related to the total labor force, as well as an analysis of the trend in covered employment since 1937, the text has chapters on workers with previous wage credits and new workers, and statements on coverage, age, eligibility, and benefit provisions. Publication of a comparable volume of 1941 wage data was suspended as a wartime economy, and summary tables on 1941 employment and wages of workers covered by the program were included in the *Social Security Yearbook, 1942*.

A limited number of copies is available for official use in connection with the administration of the social security program. Requests should be addressed to the Bureau of Old-Age and Survivors Insurance, Equitable Building, Baltimore 2, Maryland.

WAR AND SOCIAL SERVICES

ALTMAYER, ARTHUR J. *Protection of Federal Old-Age and Survivors Insurance to Members of Armed Forces*. Washington: Social Security Board, 1943. 5 pp. Processed. (Reprint from *Congressional Record*, Oct. 25, 1943.)

A statement of alternate plans for providing benefits in the case of military service. Discusses also the question of duplicate benefits.

AMERICAN NATIONAL RED CROSS. *Informative Lectures for Officers' Wives, Sulgrave Club, Washington, D. C., April 19-May 3, 1943*. Washington: The Red Cross, 1943. 149 pp.

Contains 15 papers dealing with welfare programs for members of the armed forces. Included are descriptions of Red Cross services, dependents' benefits and allowances, Army and Navy relief, the Veterans Administration, and the USO. Jane M. Hoey writes on Public Assistance.

BRAINERD, RUTH C. "The Selective Service Referral Center, Washington, D. C.—From March to December, 1942." *Public Welfare*, Chicago, Vol. 1, No. 11 (November 1943), pp. 342-347.

A record of voluntary cooperation between social agencies and the Selective Service System of the District of Columbia in making dependency investigations, aiding in locating suspected delinquent registrants, and clearing for histories of mental illness.

"The Effect of the War on Child-Labor Legislation During 1943." *The Child*, Washington, Vol. 8, No. 5 (November 1943), pp. 69-73.

FISHER, CLARENCE. "Federal Maternity Program Arouses Further Protests." *Medical Economics*, Rutherford, N. J., Vol. 21, No. 2 (November 1943), pp. 51-53 ff.

Excerpts from opinions of county and State medical associations.

GRAY, CARL. "The Gray Plan for Post-War Reemployment." *Occupations*, New York, Vol. 22, No. 1 (October 1943), pp. 3-9.

Suggestions by a Connecticut manufacturer for the use of the U. S. Employment Service and other agencies in a guidance and training program at Federal, State, and local levels.

GREAT BRITAIN. MINISTRY OF HEALTH. *Summary Report . . . for the Year Ended 31st March, 1943*. London: H. M. Stationery Office, 1943. 56 pp. (Command Paper No. 6468.)

Includes the most recent statistics on health and pensions insurance in England, with information on public health, special wartime services, maternity and child welfare, and related activities.

INTERNATIONAL LABOR OFFICE. *The Health of Children in Occupied Europe*. Montreal: The Office, 1943. 37 pp.

Deals chiefly with the shortage of food and its consequences. Tables show legal rations for children in 10 German-occupied countries and in Germany.

PALSTROM, HENRIK. "Labour Conditions in Occupied Norway." *International Labour Review*, Montreal, Vol. 48, No. 5 (November 1943), pp. 584-610.

Covers wartime social insurance developments, employment and unemployment, manpower controls, war pensions, and related matters.

POTTS, ARTHUR W. "War Service Programs in Public Welfare Agencies." *Public Welfare in Indiana*, Indianapolis, Vol. 53, No. 11 (November 1943), pp. 4-5.

ROOSEVELT, FRANKLIN D. *Post-War Educational Opportunities for Service Personnel; Message . . . Transmitting Preliminary Report of the Armed Forces Committee on Post-War Educational Opportunities for Service Personnel*. Washington: U. S. Government Printing Office, 1943. 16 pp. (78th Cong., 1st Sess. H. Doc. No. 344.)

Includes recommendations that the Federal Government pay—for at least a year and in some cases longer—tuition and maintenance costs for veterans wishing to continue their studies.

SCOTLAND. DEPARTMENT OF HEALTH. *Summary Report . . . for the Year Ended 30th June 1943*. Edin-

Social Security

burgh: H. M. Stationery Office, 1943. 20 pp. (Command Paper No. 6462.)

Includes information on national health insurance, contributory pensions, and public assistance.

U. S. BUREAU OF LABOR STATISTICS. *Impact of the War on the Detroit Area; Working Notebook for Use by Local Groups Studying Recent Economic Developments and Formulating Plans for the Post-War Period.* Washington, July 1943. 72 pp. Processed. (Employment and Occupational Outlook Branch, Postwar Division, Industrial Area Study No. 10.)

U. S. NATIONAL RESOURCES PLANNING BOARD. *After the War—1918-1920; Military and Economic Demobilization of the United States, its Effect Upon Employment and Income.* Washington: U. S. Government Printing Office, June 1943. 45 pp.

"The Vocational Rehabilitation Act Amendments of 1943." *Journal of the American Medical Association*, Chicago, Vol. 123, No. 9 (Oct. 30, 1943), pp. 572-573.

WARD, MARY FRANCES. "One Million Men Have Come Back!" *Occupations*, New York, Vol. 22, No. 2 (November 1943), pp. 109-113.

Considers veteran placement, the handicapped, and planned placement through predischARGE registration.

WINSELMAN, HELEN A. "The Price of Veterans' Compensation." *Conference Board Economic Record*, New York, Vol. 5, No. 10 (October 1943), pp. 296-300.

Includes statistics for all wars in which the United States was a belligerent since the Revolution.

GENERAL

"Administrative Expenses of the Board." *Monthly Review of the Railroad Retirement Board*, Chicago, Vol. 4, No. 10 (October 1943), pp. 207-211. Processed.

ANDREWS, F. EMERSON. "What Price Children?" *Atlantic Monthly*, Boston, Vol. 172, No. 5 (November 1943), pp. 94-99.

Economic and social aspects of raising a family, with a plan for a system of children's allowances in this country.

ANSHEN, RUTH NANDA, Editor. *Beyond Victory.* New York: Harcourt, Brace and Co., 1943. 291 pp.

Twenty-one papers on various aspects of post-war reconstruction. John G. Winant writes on the International Labor Organization and Future Social Policy, and Sir William Beveridge discusses Freedom in Social Security.

BRAZIL. LAWS. *Consolidação das Leis do Trabalho; Decreto-Lei N. 5,452—1-5-43.* Rio de Janeiro: Imprensa Nacional, 1943. 262 pp. (Ministério do Trabalho, Indústria e Comércio, Comissão Técnica de Orientação Sindical.)

The text of Brazil's consolidated labor legislation, as adopted by Decree-Law No. 5,452 of May 1, 1943. The code, which took effect November 10, 1943, deals with labor standards, the labor contract, trade-union organization, and related matters. Does not deal with social security. Indexed.

BROWN, ESTHER LUCILE. "Comparative Developments in Social Work, Medicine, and Law." *The Family*, New York, Vol. 24, No. 7 (November 1943), pp. 243-255.

Describes and evaluates the social attitudes and social services of the three professional fields.

"Capítulo de Garantías Sociales en la Constitución Política de la República de Costa Rica." *Trabajo y Previsión Social*, Mexico, D. F., Vol. 17, No. 66 (July 1943), pp. 63-66.

The text of the Costa Rican constitutional amendments of June 25, 1943, on the subject of "Social Guarantees." The guarantees include social insurance against illness, disability, maternity, old age, and death.

DAVISON, SIR RONALD. *Social Security; The Story of British Social Progress and the Beveridge Plan.* Visualized by Isotype. London, Toronto, etc.: George G. Harrap and Co., Ltd., 1943. 62 pp.

"The main purpose of this book is to show in diagrams Britain's progress towards Social Security." Thirteen pictorial colored charts illustrate data on health, unemployment, poverty, rent, social services, and other aspects of British life, including the Beveridge proposals. The text reviews past progress, considers primary needs and aims, and discusses benefits, administration, and finance under the Beveridge plan.

FRERKING SALAS, OSCAR. "El Desarrollo Histórico de la Legislación del Trabajo en Bolivia." Part IX. *Revista de Estudios Jurídicos, Políticos y Sociales*, Sucre, Bolivia, Vol. 4, No. 9 (June 1943), pp. 95-128.

Completes the author's study of the historical development of labor legislation in Bolivia which began in the first issue of the *Revista*, May-July 1940. The succeeding chapters have traced the evolution of Bolivian social legislation from the time of the Incas to developments and proposals in 1943.

HIRSCHFELD, GERHARD. *\$20 Billion for Social Security? Cost Appraisal of Proposals for Expansion of Coverage and of Services.* Chicago: Insurance Economics Society of America, 1943. 4 pp. (Reprinted from *Trusts and Estates*, August 1943.)

JONES, ROBERT C. *Low-Cost Housing in Latin America.* Washington: Division of Labor and Social Information, Pan American Union, 1943. 20 pp. Processed.

A review of developments in 18 countries. Illustrated.

LOMAX, K. S. "The Relationship Between Expenditure per Head and Size of Population of County Boroughs in England and Wales." *Journal of the Royal Statistical Society*, London, Vol. 106, Part 1, 1943, pp. 51-59.

Includes annual per capita expenditure by year, from 1930-31 through 1936-37, on poor relief, maternity services, public health, housing, and other services, for county boroughs, grouped by size.

MARTÍN PÉREZ, ANGEL. "Programa y Desarrollo de la Seguridad Social en los Estados Unidos de America." *Trabajo y Previsión Social*, Mexico, D. F., Vol. 16, No. 63 (April 1943), pp. 69-91.

The ideas, content, and development of social security in the United States.

MÉTALL, RUDOLF ALADÁR. "O Custeio do Seguro Social." *Revista do Serviço Público*, Rio de Janeiro, 6th Year, Vol. 3, No. 2 (August 1943), pp. 12-19.

Discusses various aspects of the cost of social insurance, including the difference between the legal and the economic incidence of the contributions. Declares that what may appear to be an unproductive, if necessary, burden is in fact a "new source of the material and moral wealth of the nation."

MÉTALL, RUDOLF ALADÁR. "Os Precursores da Previdência Social Moderna." *Trabalho e Seguro Social*, Rio de Janeiro, 1st Year, Vol. 2, No. 3 (June 1943), pp. 353-356.

Discusses the Declaration of Rights in the French Constitution of 1793—which affirmed that "public aid is a sacred duty"—as a significant forerunner of modern social insurance. Has a brief bibliography.

NASH, WALTER. *New Zealand: A Working Democracy*. Introduction by Eric Estorick. New York: Duell, Sloan and Pearce, 1943. 335 pp.

Includes material on social security, manpower, and post-war reconstruction. The author, Labour Party leader and first Minister of Social Security, is also New Zealand's first minister to the United States.

NEW ZEALAND. SOCIAL SECURITY DEPARTMENT. *Social Security Monetary Benefits and War Pensions in New Zealand*. Wellington: Government Printer, 1943. 53 pp.

A handbook which includes historical background and full information on all types of social security benefits and military pensions, except benefits in kind under health insurance.

NUFFIELD COLLEGE, OXFORD UNIVERSITY. *Employment Policy and Organization of Industry After the War*. Oxford: University Press; London: Humphrey Milford, 1943. 70 pp.

This statement is the outcome of a series of private conferences held at the College. "Full employment" was the starting point; but the discussions inevitably branched out into large questions concerning the future organization of industry and the relations between public and private enterprise, between capital and labour, and between industry and the public."

O'MAHONEY, JOSEPH C. *Post-War Economic Policy and Planning; Report . . . to the Special Committee on Post-War Economic Planning Pursuant to S. Res. 102 . . .* Washington: U. S. Government Printing Office, 1943. 144 pp. (78th Cong., 1st Sess. S. Doc. No. 106.)

Includes the statement and recommendations made by the author, who is chairman of the Subcommittee on Industrial Reorganization of the Senate Special Committee on Post-War Economic Planning; information on planning by Government and private organizations; and a summary of some of the literature relating to full employment after the war. See also the Hearings of the Subcommittee, under U. S. Congress, below.

PAULEY, C. O. *The Multiple Cost of Social Security*. Address at the Social Insurance Legislative Forum, International Association of Insurance Counsel, Chicago, June 28, 1943. Chicago: Insurance Economics Society of America, 1943. 4 pp.

PAULEY, C. O. *Some Aspects of Social Security*. Chicago: Insurance Economics Society of America, no date. 5 pp. Criticizes the present insurance programs and opposes their expansion.

SALTONSTALL, LEVERETT. "A Governor Looks at Government." *American Mercury*, New York, Vol. 57, No. 239 (November 1943), pp. 519-528.

Comment by the Governor of Massachusetts on broad lines of post-war policy for this country, including social security.

SHIRRAS, G. FINDLAY, and ROSTAS, L. *The Burden of British Taxation*. Cambridge: University Press; New York: Macmillan Co., 1943. 240 pp.

This study has for its object "to estimate how much was paid in taxation, in 1937-38 and in 1941-42, out of each of a range of different incomes." Performs this analysis for each type of tax, including social insurance contributions.

SINGER, H. W. *Can We Afford "Beveridge"?* London: Victor Gollancz Ltd., and Fabian Publications Ltd., May 1943. 23 pp. (Fabian Publications Ltd., Research Series No. 72.)

A discussion of social security finance in Great Britain. Includes a reading list.

SPALDING, ALLAN. "The Poor Are Still Poor." *New Republic*, New York, Vol. 109, No. 18 (Nov. 1, 1943), pp. 617-619.

Discusses the question of low-income groups in the United States and points out some suggested remedies in the fields of taxation, price control, and subsidies.

TASMANIAN STATE FINANCE COMMITTEE. *The Tasmanian Economy in 1942-43; A Survey Prepared on Behalf of the Government*. Hobart, Tasmania: Government Printer, August 1943. 40 pp. (Studies of the Tasmanian Economy No. 18.)

Material on employment, unemployment, and relief, with statistics on pay rolls and related matters. Includes a section on the Australian war economy and post-war plans.

U. S. BUREAU OF THE CENSUS. *Sixteenth Census of the United States: 1940. Population; The Labor Force (Sample Statistics). Employment and Family Characteristics of Women*. Washington: U. S. Government Printing Office, 1943. 212 pp. Processed.

The introduction contains a brief section on applications of the data to the analysis of potential labor supply. The 32 detailed tables constituting the main body of the work are in 3 main parts—Family and Personal Characteristics, Economic Characteristics, and Employment Status and Occupation of Women in the Labor Force.

U. S. CONGRESS. SENATE. SPECIAL COMMITTEE ON POST-WAR ECONOMIC POLICY AND PLANNING. *Post-War Economic Policy and Planning; Hearings . . . September 11 to 18, 1943.* Washington: U. S. Government Printing Office, 1943. 399 pp.

The Subcommittee, Senator Joseph C. O'Mahoney, chairman, held hearings in the Pacific Coast cities of San Diego, Los Angeles, San Francisco, Portland, and Seattle. The testimony and statements deal chiefly with the problems of this area, including industrial and population structure as well as present planning for the post-war period. See also the report of the chairman, under O'Mahoney, above.

WOOTTON, BARBARA. "Before and After Beveridge." *Political Quarterly*, London, Vol. 14, No. 2 (October-December 1943), pp. 357-363.

XAVIER LOPES, HELVÉCIO. "Evolução Histórica do Seguro Social." *Revista do Serviço Público*, Rio de Janeiro, 6th year, Vol. 3, No. 1 (July 1943), pp. 5-14.

OLD-AGE AND SURVIVORS INSURANCE

DOS SANTOS, EVARISTO. "Incorporação e Fusão de Caixas." *Boletim do Ministério do Trabalho, Indústria e Comércio*, Rio de Janeiro, Vol. 9, No. 103 (March 1943), pp. 220-231.

Recent Brazilian trends in the incorporation and fusion of retirement and pension funds associated with public service concerns. Includes a list of these funds, as of December 31, 1942.

GILBERT, LEE R. "Shall Federal Old-Age and Survivors Insurance Be Extended to School Employees?" *School Board Journal*, Milwaukee, Vol. 107, No. 1 (July 1943), pp. 23-24.

INSTITUTO DE APOSENTADORIA E PESSOAS DOS COMERCIÁRIOS. DELEGACIA DO ESTADO DE SÃO PAULO. *Atividades da Delegacia de S. Paulo do Instituto dos Comerciantes, 1942: Relatório.* Por José Armando Affonseca. São Paulo, Brazil: Empresa Gráfica da "Revista dos Tribunais" Ltda., 1943. 54 pp.

The 1942 report of the State of São Paulo branch of the Brazilian Savings and Pensions Institute for Commercial Workers.

U. S. BUREAU OF THE CENSUS. *Retirement Systems for State and Local Government Employees, 1941.* Washington: The Bureau, 1943. 144 pp. Processed. (State and Local Government Special Study No. 17, Final.)

A comprehensive statistical analysis, described as the "first national survey of retirement systems for State and local public employees," including teachers.

WINTERS, GLENN R. "Retirement Pensions for Judges." *Journal of the American Judicature Society*, Ann Arbor, Mich., Vol. 27, No. 4, (December 1943), pp. 105-112.

Includes tables giving characteristics of State plans for retirement of judges.

EMPLOYMENT SECURITY

CAMPBELL, S. F. *Effect of Demobilization and Readjustment on North Carolina Employment and Unemployment Compensation.* Raleigh: Unemployment Compensation Commission of North Carolina, 1943. 26 pp. Processed.

An analysis of the State labor market, with estimates of possible future trends in all employment and in compensable unemployment.

CHACE, JAMES E. "Unemployment Compensation Disqualifications in Florida." *Economics Leaflets* (College of Business Administration, University of Florida), Gainesville, Fla., Vol. 11, No. 11 (October 1943), pp. 1-4.

Analysis of Florida statistics from 1940 through June 1943.

CLAGUE, EWAN. *Financial and Administrative Problems of an Unemployment Compensation System in the United States.* Address before the Interstate Conference of Employment Security Administrators, Louisville, Kentucky, Oct. 20, 1943. Washington: Social Security Board, 1943. 10 pp. Processed.

Includes a discussion of the solvency of the unemployment compensation systems in the post-war period.

"Covered Employment in Pennsylvania Industries, 1942." *Unemployment Compensation Trends and Totals* (Pennsylvania Bureau of Employment and Unemployment Compensation), Harrisburg, Vol. 6, No. 9 (September 1943), pp. 1-2. Processed.

ECKLER, SAMUEL. "Modern Social Security Plans and Unemployment." *International Labour Review*, Montreal, Vol. 48, No. 5 (November 1943), pp. 555-583.

Discusses the nature of modern social security plans; the Keynes theory of employment; the relation between social security programs and the volume of employment; and social security plans as instruments for the expansion or maintenance of employment. The last-named discussion deals with benefits and contributions, the reserve question, and administration.

"The Employment Exchange Service of the Ministry of Labour and National Service." *Labour Management*, London, Winter 1943-44, pp. 79-83.

An up-to-date description of British public employment offices, including wartime changes.

GLEASON, CLYDE W. "Where Shall They Find Work?" *Monthly Bulletin* (Connecticut Employment Security Division and U. S. War Manpower Commission), Hartford, Vol. 8, No. 10 (October 1943), pp. 2-3 ff.

Emphasizes nonmanufacturing employment as the most promising answer to the problem of demobilization.

IDAHO. INDUSTRIAL ACCIDENT BOARD. *Solvency Study.* Boise (?), Sept. 13, 1943. 5 pp. Processed.

Indicates that, under given assumptions, the Idaho unemployment compensation fund will remain solvent in the post-war period.

KALECKI, M. "Political Aspects of Full Employment." *Political Quarterly*, London, Vol. 14, No. 2 (October-December 1943), pp. 322-331.

An analysis of opposition to the maintenance of full employment.

LINDBLOOM, CHARLES E. "Pay Roll Taxation and Employment Stabilization." *Quarterly Journal of Economics*, Cambridge, Mass., Vol. 57, No. 4 (August 1943), pp. 657-658.

A brief note on the principles of allocating costs.

MASSACHUSETTS. DIVISION OF EMPLOYMENT SECURITY. *Experience Rating in Massachusetts in 1943*. Prepared by Department of Research and Statistics. Boston, Sept. 10, 1943. 22 pp. Processed.

NATIONAL POLICY COMMITTEE. *Postwar Employment in Arkansas; Report of a Session of the Arkansas Policy Committee, Little Rock, Arkansas, August 31, 1943*. Washington: The Committee, 1943. 19 pp. Processed. (National Policy Reports, No. 18.)

NEW JERSEY. UNEMPLOYMENT COMPENSATION COMMISSION. *Benefit Experience; Characteristics of Claimants Whose Benefit Years Ended During the Last Six Months of the Calendar Year 1943*. Prepared by Bureau of Research and Statistics. Trenton (?), Nov. 1, 1943. 13 pp. Processed.

OREGON. UNEMPLOYMENT COMPENSATION COMMISSION. *Study of the Solvency of the Oregon Unemployment Compensation Trust Fund*. Eugene (?), Aug. 15, 1943. 22 pp. Processed.

Concludes that, under given assumptions, the Oregon fund "would remain solvent throughout the first 2 years after the cessation of hostilities."

PAPIER, ROSE L. *Unemployment Compensation Experience of Beneficiaries in Columbus, Ohio: 1939-1940*. Columbus: Bureau of Business Research, Ohio State University, 1943. 82 pp. (Research Monograph No. 33.)

An analysis of the effectiveness of the Ohio Unemployment Compensation Law during the first 2 years of benefit payments, based on the experience of Columbus beneficiaries. Includes information on the personal and occupational characteristics of beneficiaries, their weekly benefit amount, disqualification status, exhaustion rate, and reemployment experience.

PENNSYLVANIA. DEPARTMENT OF LABOR AND INDUSTRY. BUREAU OF EMPLOYMENT AND UNEMPLOYMENT COMPENSATION. *Changes in the Active File of Reporting Employers, July 1, 1940 to June 30, 1943*. Harrisburg, Oct. 5, 1943. 8 pp. Processed. (Statistical Information Bulletin No. 36.)

A study of new businesses and removals from business in Pennsylvania.

UTAH. INDUSTRIAL COMMISSION. DEPARTMENT OF EMPLOYMENT SECURITY. *Unemployment Insurance in Utah; Problems of 1943-44*. Salt Lake City, 1943. 32 pp.

A discussion of the function of unemployment insurance

in the present and post-war periods, supplemented by tables, charts, and illustrations showing operations in Utah. Considers the possibility of a Federal program and suggests amendments to the State law for improving administration.

PUBLIC WELFARE AND RELIEF

AMERICAN ASSOCIATION OF WORKERS FOR THE BLIND. *Proceedings of the Twentieth Biennial Convention . . . Columbus, Ohio, July 12-15, 1943*. Place not given, 1943. 258 pp. (Obtainable from Alfred Allen, Secretary-General of the Association, c/o Hadley Correspondence School for the Blind, Winnetka, Ill.)

Includes several papers on employment and placement for the blind, and an article by Roma Sawyer Cheek entitled, "An Interpretation of Title 10 of the Social Security Act With Special Reference to Senate Bill 1161."

"Distribution Formulas for Relief Appropriations." *Social Welfare Review* (Minnesota Division of Social Welfare), St. Paul (?), Vol. 5, No. 4 (September 1943), pp. 17-19.

Discusses the principles and modifications of a formula recently adopted in Minnesota for allocating funds to counties.

DRAKE, RUSSELL P., and LEIRFALLOM, JARLE. "Organization and Administration of Local Public Welfare Services: VI—Welfare Board Functions." *Public Welfare*, Chicago, Vol. 1, No. 11 (November 1943), pp. 333-341.

The last of six articles dealing particularly with the problems of smaller agencies, "where substantial specialization of staff for administrative purposes is impossible."

FISCHLOWITZ, ESTANISLAU. "Abonos Familiares." *Revista do Serviço Público*, Rio de Janeiro, 6th Year, Vol. 2, No. 3, and Vol. 3, No. 1 (June and July 1943), pp. 22-25, 23-29.

The first installment discusses family allowances in Brazil, in light of Decree 12,299 of April 22, 1943, which provides for aid to large families. The second installment considers programs in other countries, with conclusions applicable to Brazil.

FORD, ANNE M. "Recreation for the Aged." *Louisiana Welfare*, Baton Rouge, Vol. 3, No. 4 (October 1943), pp. 13-16 ff.

Outlines experience with persons receiving old-age assistance in New Orleans.

HAWKINS, CHARLES. "Development of Standards for Allocation of Staff to Local Offices Administering Public Assistance Programs." *Index of Public Assistance in Missouri*, Jefferson City, Vol. 6, No. 1 (January, February, March 1943), pp. 3-6.

Findings from a study by the State Social Security Commission of Missouri.

HENNIGAN, CLOTELLE. "Development of Standards of Assistance." *Louisiana Welfare*, Baton Rouge, Vol. 3, No. 4 (October 1943), pp. 6-8 ff.

Planning for food and clothing standards by the Louisiana Department of Social Welfare.

MISSISSIPPI. CIVILIAN DEFENSE COUNCIL. CHILD CARE COMMITTEE. *Standards of Day Care Centers for Children of Working Mothers in Mississippi*. Jackson: The Council, 1943. 28 pp.

"Money, Public Welfare, and People." *Alabama Social Welfare*, Montgomery, Vol. 8, No. 10 (October 1943), pp. 2-3.

The preparation of public welfare budgets in Alabama.

NEW YORK STATE. DEPARTMENT OF SOCIAL WELFARE. *Social Recording in Children's Institutions*. Albany (?), June 1, 1943. 27 pp.

The report of a joint committee of the New York State Association of Children's Institutions and the State Department of Social Welfare.

PENNSYLVANIA SCHOOL OF SOCIAL WORK. *Day Nursery Care as a Social Service; A Discussion of Current View-Points With Case Material*. Philadelphia: The School (2410 Pine St.), 1943. 86 pp.

Social case work in day nursery administration and service is the central theme of five of these six papers, "written out of the immediate experience of case workers, for current use in discussion and teaching." The authors are Alice T. Dashiell (who discusses problems of setting up a community program of day care), Dorothy Curtis Melby, Barbara E. Hansen (two papers), Beatrice Altkrug Muller, and Bernice Kaplon Temin.

STRAUSS, LILLIAN L., and ROME, EDWIN P. *The Child and the Law in Pennsylvania*. Philadelphia: Public Charities Association of Pennsylvania, 1943. 292 pp.

Presents, in excerpt or summary, Pennsylvania legislation for the protection and welfare of children.

The Yearbook of Philanthropy, 1942-43, edited by John Price Jones. New York: The Inter-River Press, 1943. 75 pp.

Information on amounts given, income brackets of contributors, war appeals, foreign relief, and various "fields of giving," among them community chests, family welfare, and hospitals. Data from 1920 to the present.

HEALTH AND MEDICAL CARE

AMERICAN HOSPITAL ASSOCIATION. COMMISSION ON HOSPITAL SERVICE. *The Blue Cross, a Record and a Challenge; Annual Report of the Director, 1942-1943*. Chicago: The Commission, 1943. 36 pp.

Information on prepaid hospitalization insurance in the United States. Includes comment on proposed social security legislation.

AMERICAN MEDICAL ASSOCIATION. BUREAU OF MEDICAL ECONOMICS. *Medical Service Plans; A Report*. Chicago: The Association, 1943. 72 pp.

Contains chapters on the Growth of Medical Organization, Care of the Indigent, the Farm Security Administra-

tion, Medical Care Plans (descriptive outlines of 16 plans), and Experience With Prepayment Plans.

BRAVO, ALFREDO LEONARDO. "Crítica de la Ley de Medicina Preventiva." *Boletín Médico Social de la Caja de Seguro Obligatorio*, Santiago, Chile, Vol. 10, Nos. 106-107 (May-June 1943), pp. 233-240.

A criticism of the provisions and workings of the Chilean Preventive Medicine Act, with suggestions for its improvement.

"British Medical Association; Annual Representative Meeting, London, 1943." *British Medical Journal Supplement*, London, Oct. 2, 9, and 16, 1943, pp. 51-56, 59-64, 65-70.

These installments summarize the debate by British medical leaders on "The Future of Medical Services."

"British Medical Association on Beveridge Plan." *Journal of the American Medical Association*, Chicago, Vol. 123, No. 12 (Nov. 20, 1943), p. 777.

From the annual representative meeting of the British Medical Association, held in September.

CHAMBERS, CARLSTON. "Lessons Found in Failure of Health Insurance Plan." *Medical Economics*, Rutherford, N. J., Vol. 21, No. 2 (November 1943), pp. 48-50.

Reviews the experience in San Diego of the California Physicians Service, which operated, and then discontinued, a prepaid medical and hospital service program at the Linda Vista housing project of the Federal Public Housing Authority.

DAWSON OF PENN, VISCOUNT. "Medical Service and Social Change: Some Reflections and Convictions." *British Medical Journal*, London, Oct. 2, 1943, pp. 429-430.

By the president of the British Medical Association.

"Does Medical Education Need to Be Revolutionized? The Wagner-Murray-Dingell Bill: II." *Journal of the American Medical Association*, Chicago, Vol. 123, No. 8 (Oct. 23, 1943), p. 484.

Declares that section 1111 of the bill would "destroy the voluntary organization" set up by the medical profession in the field of medical education. A third editorial on this subject appeared in the *Journal* for October 30 (p. 564), under the title, "Does American Medicine Need a Dictator?"

JONES, EVERETT W. "Solvency of Hospitals Demands a Master Plan on Government's Responsibility for the Indigent." *Hospitals*, Chicago, Vol. 17, No. 11 (November 1943), pp. 59-62.

KAEMPFERT, WALDEMAR. "What's Wrong With Medical Practice?" *American Mercury*, New York, Vol. 57, No. 239 (November 1943), pp. 557-563.

Criticizes the existing system of individual medical care and argues that "We must weave into one fabric publicly supported research laboratories, medical schools, new and old group clinics and hospitals and put all under competent control to maintain the highest standards."

KARPINOS, BERNARD D. "The Physically Handicapped." *Public Health Reports*, Washington, Vol. 58, No. 43 (Oct. 22, 1943), pp. 1573-1592.

Data for the United States, with tables, charts, and bibliography.

KITCHIN, D. HARCOURT. "The Public Corporation." *British Medical Journal*, London, Sept. 18, 25, and Oct. 2, 1943, pp. 369-371, 399-400, 423-424.

British proposals for health insurance have included a movement for the establishment of a public corporation to administer medical services. This paper studies the existing British public corporations "in a search for data which might help in the design of a new corporation to administer nation-wide health services." An editorial in the issue of October 2 discusses the subject (pp. 425-426).

McNAMARA, FRED A. "Facts About the 400,000-Bed Federal System of Hospitals Operated by Eight Separate Agencies." *Hospitals*, Chicago, Vol. 17, No. 11 (November 1943), pp. 87-89.

By the chief of the Business Management Section, Division of Administrative Management, U. S. Bureau of the Budget.

POTTER, ELLEN C.; HOWELL, LAURA; and LOCKWOOD, MARIAN. "How Can a Program for Care of the Chronically Ill and Aged Be Integrated? A Case Report of Experience in One State." *Public Welfare*, Chicago, Vol. 1, No. 11 (November 1943), pp. 326-332.

Outlines the structure of relief and medical care in New Jersey, and shows the development of a program of care in Monmouth County. A second article will note such work in three other counties.

"Sound Medical Principles for Medical Practice." *Journal of the American Medical Association*, Chicago, Vol. 123, No. 12 (Nov. 20, 1943), pp. 770-771.

An editorial on the policies of the American and British medical associations.

STEWART, FRANK A., and RIEKE, ROBERT C. "Northern Permanente; The Plant and the Institution." *Hospitals*, Chicago, Vol. 17, No. 11 (November 1943), pp. 25-28.

Describes the hospital and the services of the Northern Permanente Foundation, established for the Henry J. Kaiser shipyard workers at Vancouver, Wash. The hospital is the outgrowth of other medical-care plans connected with the Kaiser interests.

(Continued from page 63)

Potential claims arising out of deaths reported to the Board during the year totaled 29,600 (table 3), or about 10 percent more than in 1941-42. The volume of work in connection with survivor benefits will continue to increase for some time to come. A total of 25,200 cases was disposed of during the year, leaving 4,400 pending on June 30. Survivor benefits were certified in 18,100

cases, chiefly in the form of lump-sum payments. No benefits could be certified in 9,200 cases, usually because the deceased had not elected a joint and survivor annuity and had already received annuity payments in excess of 4 percent of his compensation after 1936. In almost 10 percent of the cases some benefit was due, but either it was unclaimed or the claim was abandoned by the survivors.

Social Security Bulletin

December 1943

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**FEDERAL SECURITY AGENCY
SOCIAL SECURITY BOARD**

WASHINGTON, D. C.

Volume 6

Number 12

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The Social Security Bulletin is published monthly under authority of Public Resolution No. 57, approved May 11, 1922 (42 Stat. 541), as amended by section 307, Public Act 212, Seventy-second Congress, approved June 30, 1932. Publication is approved by the Director, Bureau of the Budget, as required by Rule 42 of the Joint Committee on Printing.

The Bulletin is prepared in the Office of the Executive Director, Division of Publications and Review, of which Mary Ross is Chief, and is under the technical supervision of I. S. Falk, Director, Bureau of Research and Statistics. It reports current data on operations of the Social Security Board and the results of research and analysis pertinent to the social security program. Statements in signed articles represent factual analysis and interpretation in the originating office and do not necessarily reflect final conclusions or official policies of the Social Security Board.

Correspondence in regard to published data should be directed to the Social Security Bulletin, Division of Publications and Review, Social Security Board, Washington 25, D. C.

A limited number of copies will be distributed without charge to agencies directly concerned with the administration of the Social Security Act. The Bulletin is for sale by the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C., to whom all purchase orders should be addressed. The price for a single copy is 20 cents. The subscription price in the United States, Canada, and Mexico is \$2.00 a year; in other countries, \$3.75.
